DOCUMENT RESUME

CS 013 590

ED 431 171

TITLE	Literacy: Why Children Can't Read; A Review of Current Federal Programs; Teachers: The Key to Helping America Learn. Hearing before the Committee on Education and the Workforce. House of Representatives, One Hundred Fifth Congress, First Session (July 10, July 31, September 3, 1997).
INSTITUTION	Congress of the U.S., Washington, DC. House Committee on Education and the Workforce.
ISBN	ISBN-0-16-058350-0
PUB DATE	1999-00-00
NOTE	562p.; Serial No. 105-53.
AVAILABLE FROM	U.S. Government Printing Office, Superintendent of Documents, Congressional Sales Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF02/PC23 Plus Postage.
DESCRIPTORS	Elementary Education; *Federal Programs; Hearings; *Literacy; Reading Achievement; Reading Difficulties; Reading Improvement; *Reading Instruction; *Teacher Role
IDENTIFIERS	Congress 105th

ABSTRACT

This document presents the transcript of Congressional hearings to gather information as to why children cannot read. Current federal programs were reviewed as well. After opening statements of the Hon. Bill Goodling and the Hon. Tim Roemer, the transcript for the hearing held on July 10, 1997 on why children cannot read includes the texts of oral statements and prepared statements by the following individuals or organizations: Richard Venezky, Reid Lyon, Robert E. Slavin, Catherine Snow, Vivian L. Gadsden, Janet Nicholas, Barbara Ruggles, Margaret Doughty, the Hon. Bill Clay, and Carolyn McCarthy. The transcript for the hearing held on July 31, 1997 on a review of current federal programs on literacy includes the texts of oral statements and prepared statements by the following individuals or organizations: the Hon. Bill Clay, the Hon. Lamar Smith, Maris A. Vinovskis, Herbert Walberg, Joseph Johnson, Jr., Cheryl Wilhoyte, and Andrew Hayes. After an opening statement of the Hon. Bill Goodling, the transcript for the hearing held on September 3, 1997 on teachers as the key to helping America learn to read includes the texts of oral statements and prepared statements by the following individuals or organizations: Ann W. Mintz, Debra Wakefield, Kimberly Wilson, Laura D. Fredrick, Beth S. Check, Louisa C. Moats, Nancy Thompson, and materials submitted by the Hon. Bobby Scott. (RS)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ENTIRE DOCUMENT:
POOR PRINT QUALITY

LITERACY: WHY CHILDREN CAN'T READ; A REVIEW OF CURRENT FEDERAL PROGRAMS; TEACHERS: THE KEY TO HELPING AMERICA LEARN TO READ

ED 431 171

HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND THE WORKFORCE HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC,
JULY 10, JULY 31, SEPTEMBER 3, 1997

Serial No. 105–53

Printed for the use of the Committee on Education and the Workforce

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

CS 013 590

BEST COPY AVAILABLE

2

LITERACY: WHY CHILDREN CAN'T READ; A REVIEW OF CURRENT FEDERAL PROGRAMS; TEACHERS: THE KEY TO HELPING AMERICA LEARN TO READ

HEARING

BEFORE THE

COMMITTEE ON EDUCATION AND THE WORKFORCE HOUSE OF REPRESENTATIVES

ONE HUNDRED FIFTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC,
JULY 10, JULY 31, SEPTEMBER 3, 1997

Serial No. 105–53

Printed for the use of the Committee on Education and the Workforce

U.S. GOVERNMENT PRINTING OFFICE
55–948 WASHINGTON : 1999

3

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402
ISBN 0-16-058350-0

3

COMMITTEE ON EDUCATION AND THE WORKFORCE

WILLIAM F. GOODLING, Pennsylvania, *Chairman*

THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
HARRIS W. FAWELL, Illinois
CASS BALLENGER, North Carolina
BILL E. BARRETT, Nebraska
PETER HOEKSTRA, Michigan
HOWARD P. "BUCK" McKEON, California
MICHAEL N. CASTLE, Delaware
SAM JOHNSON, Texas
JAMES M. TALENT, Missouri
JAMES C. GREENWOOD, Pennsylvania
JOSEPH K. KNOLLENBERG, Michigan
FRANK D. RIGGS, California
LINDSEY O. GRAHAM, South Carolina
MARK E. SOUDER, Indiana
DAVID M. McINTOSH, Indiana
CHARLIE W. NORWOOD, JR., Georgia
RON PAUL, Texas
BOB SCHAFFER, Colorado
JOHN E. PETERSON, Pennsylvania
FRED UPTON, Michigan
NATHAN DEAL, Georgia
VAN HILLEARY, Tennessee
JOE SCARBOROUGH, Florida

WILLIAM (BILL) CLAY, Missouri
GEORGE MILLER, California
DALE E. KILDEE, Michigan
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
DONALD M. PAYNE, New Jersey
PATSY MINK, Hawaii
ROBERT E. ANDREWS, New Jersey
TIM ROEMER, Indiana
ROBERT C. "BOBBY" SCOTT, Virginia
LYNN C. WOOLSEY, California
CARLOS A. ROMERO-BARCELO, Puerto-Rico
CHAKA FATTAH, Pennsylvania
RUBEN HINOJOSA, Texas
CAROLYN McCARTHY, New York
JOHN F. TIERNEY, Massachusetts
RON KIND, Wisconsin
LORETTA SANCHEZ, California
HAROLD E. FORD, JR., Tennessee
DENNIS KUCINICH, Ohio

Jay Eagen, *Staff Director*
Gail E. Weiss, *Minority Staff Director*

HEARING ON LITERACY: WHY CHILDREN CAN'T READ

Table of Contents

OPENING STATEMENT OF THE HON. BILL GOODLING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA 1

OPENING STATEMENT OF THE HON. TIM ROEMER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA 3

STATEMENT OF DR. RICHARD VENEZKY, UNIVERSITY OF DELAWARE, NEWARK, DELAWARE 4

STATEMENT OF DR. REID LYON, NATIONAL INSTITUTE OF CHILD HEALTH AND HUMAN DEVELOPMENT, ROCKVILLE, MARYLAND 7

STATEMENT OF DR. ROBERT E. SLAVIN, JOHNS HOPKINS UNIVERSITY, BALTIMORE, MARYLAND 10

STATEMENT BY DR. CATHERINE SNOW, HARVARD GRADUATE SCHOOL OF EDUCATION, CAMBRIDGE, MASSACHUSETTS. 12

STATEMENT BY DR. VIVIAN L. GADSDEN, UNIVERSITY OF PENNSYLVANIA, PHILADELPHIA, PENNSYLVANIA 14

STATEMENT OF JANET NICHOLAS, MEMBER, CALIFORNIA BOARD OF EDUCATION, SONOMA, CALIFORNIA 44

STATEMENT OF BARBARA RUGGLES, TEACHER, FRANKFORT, ILLINOIS 46

STATEMENT OF MARGARET DOUGHTY, EXECUTIVE DIRECTOR, HOUSTON READ COMMISSION, HOUSTON, TEXAS 50

Appendix A – Prepared Statement of the Honorable Bill Clay 65

Appendix B – Prepared Statement of the Honorable Bill Goodling 75

Appendix C – Written Statement of Dr. Richard Venezky 79

Appendix D – Written Statement of Dr. Reid Lyon 103

Appendix E – Written Statement of Dr. Bob Slavin 131

Appendix F – Written Statement of Dr. Catherine Snow 147

Appendix G – Written Statement of Dr. Vivian Gadsden 157

Appendix H – Written Statement of Ms. Janet Nicholas 171

Appendix I – Written Statement of Ms. Barbara Ruggles 181

Appendix J – Written Statement of Ms. Margaret Doughty 193

Appendix K – Prepared Statement of the Honorable Carolyn McCarthy 199

Table of Indexes....................202

July 31st, 1997 Hearing....................203

September 3rd, 1997 Hearing....................385

Thursday, July 10, 1997
House of Representatives,
Committee on Education and the Workforce
Washington, D.C.

The committee met, pursuant to call, at 10:00 a.m., in Room 2175, Rayburn House Office Building, Hon. William F. Goodling, presiding.

Present: Chairman Goodling, Representatives Ballenger, Barrett, Hoekstra, McKeon, Castle, Greenwood, Riggs, Schaffer, Deal, Clay, Kildee, Martinez, Owens, Payne, Roemer, Scott, Woolsey, Fattah, Hinojosa, McCarthy, Kind, and Ford.

Non-Committee Members Present: Representative Sawyer.

Staff Present: Lynn Selmser, Professional Staff Member; D'Arcy Philps, Professional Staff Member; Andrea Weiss, Legislative Assistant; June Harris, Education Coordinator; Alex Nock, Legislative Associate, Margo Huber, Staff Assistant.

Chairman **Goodling**. I'm going to begin the hearing with my opening statement--I see Mr. Clay is coming around the corner--hoping that Mr. Castle will be here to introduce the first witness by the time I finish with an opening statement. But I'm going to go ahead with an opening statement and hope that Mr. Castle will be here to introduce the first witness.

Mr. **Clay**. Mr. Chairman, I'm going to have to go to the Floor immediately so I ask unanimous consent to insert a statement.

Chairman **Goodling**. Without objections.

See Appendix A for the prepared statement of Mr. Clay

OPENING STATEMENT OF THE HON. BILL GOODLING, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Chairman **Goodling**. Today's hearing will address a topic of extreme importance: learning to read.

I believe one of the most important tasks we can accomplish in this Congress this year is to help teachers and parents teach children to read as early as possible. To accomplish this, I believe we must do several things.

First and foremost, I believe we need to focus on what works: basic academics, parental involvement, getting dollars to the classroom. We must take advantage of sound research which tells us how children learn to read and to support quality training for classroom teachers which is consistent with that research.

While substantial numbers of children in school are learning to read, there is a great deal of evidence that too many children are experiencing difficulties. Two very important studies have been issued over the past few years which demonstrate the need to address the literacy/reading ability of our nation's citizens.

The first study, The National Adult Literacy Survey, assessed the literacy skills of adults and found that almost 50 percent of our adult population read at the bottom two of five levels of literacy. Not surprisingly, 43 percent of those in the lowest literacy level live in poverty; 17 percent are receiving food stamps, 70 percent are unemployed or under-employed. In addition, more than two-thirds of unwed parents, school dropouts, and those arrested, have below-average literacy levels.

But reading problems don't begin when individuals are adults, they begin when they are children, and if the recent NAEP 1994 Reading Report Card is an indication of future reading skills of adults in the next generation, our problems are far from over. The most recent Reading Report Card found that 40 percent of students in the 4th grade were below the basic level of reading achievement.

I know from many years of experience as an educator that there are many reasons children do not learn to read. Some stem from the home environment and the fact that their parents are unable to read or to read well and therefore are unable to provide their children with the reading readiness skills they need to learn to read. In other instances, children have learning disabilities which affect their ability to learn to read.

No matter what the cause, the fact that many children are not learning to read is a serious concern. Those children who had difficulty reading also did not do well in other classes which had a strong reading component, placing them at high risk of failure in other classes and eventually leading to their leaving the school environment where they were not able to keep up with their peers.

Since literacy is and always has been a bipartisan issue, I want to state at the outset that I commend President Clinton for his proposal to address the issue. I look forward to working with the President, his Administration, as well as Members from both sides of the aisle in developing a proposal to help parents and teachers teach children to read as soon as possible.

The purpose of today's hearing is to take the first step and find out how children learn to read and why some children are experiencing difficulties. With this knowledge, we can take steps to insure future generations of adults will learn to read so they do not experience all of the problems related to low levels of literacy.

I believe we will accomplish a great deal in solving society's problems if we can take steps to ensure that each and every child learns to read as soon as possible and each and every adult can read and write at the level necessary for them to compete in today's highly technological world.

The first step in this process is to learn why they are experiencing difficulties, and I know that the experts that we have here today will help us understand those problems and therefore, help us as we try to develop something that will eradicate one of the greatest problems we have in our country.

See Appendix B for the prepared statement of Mr. Goodling

Chairman **Goodling**. Since the ranking Member is not here, is there anyone who wishes to make an opening statement?

The gentleman from Indiana.

OPENING STATEMENT OF THE HON. TIM ROEMER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF INDIANA

Mr. **Roemer**. Thank you, Mr. Chairman, and I too, welcome our distinguished panel to our hearing this morning, which I think is one of the most important problems we face as a nation is not only helping to improve and reform our education system, but reward many of the programs that are working well and helping our children learn to read.

Some of our children are not learning appropriately how to read and quickly enough, what to do Some of our teachers do not know how to teach to some of the children that are experiencing problems. NIH had a very interesting study on this, which was published last year.

We want to hear from our panel of experts as to, not necessarily why children can't read, but we want to hear what we can do to help them learn to read, and how we can improve on those weaknesses in the education system and how we can continue to help our children move forward through the system rather than letting them slip through the cracks when they can't read and they fall further and further behind.

I would certainly hope that this would be the kind of issue that we approach in a bipartisan way, as Democrats and Republicans working together to emphasize new, creative, cutting-edge programs that help in the suburbs and in the inner cities, that help all children learn to read and not just at some of the better schools with some of the better equipment and better technology for our students, but everywhere, all students, and we don't leave a single student or a single child behind in this effort to teach them all to read.

I look forward to what I think will be an interesting hearing this morning, using the NIH study and other studies to help us learn more about this vexing and complicated problem, and I look forward to working in a bipartisan way with the Chairman, Mr. Goodling, who has expressed deep interest in early pro-active efforts to help our children learn to read, and that we also look at efforts in reforming our Head Start Program to look at ways by which we put more academic emphasis and mentoring emphasis on the Head Start Program, to possibly get those children off to earlier and earlier efforts to learn the building skills to learn how to read.

So with that, Mr. Chairman, I appreciate your recognition and we look forward on this side to hopefully working together on this issue.

Chairman **Goodling**. Will the panel make its way to the table? Dr. Reid Lyon, Dr. Catherine Snow, Dr. Bob Slavin, Dr. Vivian Gadsden.

And I would call on Congressman Castle to introduce Dr. Venezky, Unidel Professor of Educational Studies and Professor of Linguistics and Computer Science, University of Delaware, Newark, Delaware.

Mr. **Castle**. I thought I was doing the introduction, Mr. Chairman? You're sort of halfway through it right there.

Chairman **Goodling**. Oh, that was your introduction?

Mr. **Castle**. No, that was part of it. But we are delighted to have Dr. Venezky here. In addition to what the Chairman has already told us he was the National Research Director for the U.S. Secretary of Education's Initiative on Reading and Writing, and the past president of the Reading Hall of Fame and Director of Computing the Dictionary of Old English at the University of Toronto.

From '90 to '95 he was co-Director for Research and Development for the National Center on Adult Literacy. Prior to coming to the University of Delaware--and I should pause here and point out that people do have lives before they come to Delaware--he was the Chair of Computer Sciences at the University of Wisconsin, Madison, and during the 1994/1995 academic year he was a Benton Visiting Scholar in Education at the University of Chicago.

He holds degrees in Linguistics from Cornell and a Ph.D. in Linguistics from Stanford University. He has written a number of books and articles on reading instruction, he has been involved in authoring instructional programs and materials for reading, spelling, and language arts.

In short, he is obviously an extremely knowledgeable individual in this field. I have looked forward to hearing his testimony. If I could just add, Mr. Chairman, this is not in the form of an opening statement, I hate to say anything is the most important, but I can't imagine many subjects in this world that are more important than teaching young people how to read. To me, it is the key to almost everything in life, to the enjoyment of life, to earnings potential--I think this is a tremendous hearing.

My schedule, unfortunately, is such I'm not going to be able to sit through the entire hearing, but I cannot imagine a more important subject matter. And I would just like to thank you and the panelists for taking this up, and I hope the world takes note of what we're doing because it really is something we need to focus on in this country.

Thank you for the opportunity to introduce Dr. Venezky.

Chairman **Goodling**. I'm sorry, Dr. Venezky. If we could ask all of you if you can summarize as much as possible, your testimony, because I'm sure that a lot of people want to ask a lot of questions. And there's a second panel that hopes there's still people up here who also want to participate.

Dr. Venezky.

STATEMENT OF DR. RICHARD VENEZKY, UNIVERSITY OF DELAWARE, NEWARK, DELAWARE

Mr. **Venezky**. Mr. Chairman, Members of the Committee. Let me first say that after that introduction I can't wait to hear what I have to say. You have in the paper that I distributed, a lot of what Pogo calls wise words of wisdom--in this case about reading, reading research, reading failure. You also have some graphs and tables to challenge your document reading skills, as Educational Testing Service would call them.

In the 300,000 milliseconds that I've been allocated for this oral summary, I'd like to touch just on three main points in relation to the topic before you.

The first one is that if we are to solve America's reading problems, then we must very carefully distinguish friend from foe. And by this I mean, with limited resources for dealing with the reading problem, it's important to understand where we're succeeding and where we're failing so that we focus these resources where they can do the most good.

I want to remind you first that by international standards drawn from a 1991 comparison across 32 nations, United States children at 4th and 9th grade are second in the world only to Finland; that is, statistically we differ only from Finland. We are ranked among a group of nations at ninth grade, and among two or three at 4th grade.

That is, if we truly are concerned about world-class standards, on the average at 4th and 9th grade, we're there. And when you factor out only the 18 nations who make up the OECD group who are our trading partners, who are of major concern, we're still in the same rank order.

However, this very same assessment, along with the National Assessment of Educational Progress, point out that we have extreme inequalities across different subpopulations within our school total population. And while we would prefer to speak of these problems according to socio-economic status, unfortunately that's a difficult variable to tap in national and international surveys.

Though most of what I'll talk about are racial/ethnic differences, that you must understand that these are just proxies for issues like poverty, like single-parent homes, like low education among parents, and so on.

When we look at the international comparisons we can see that at 4th grade level, as an example, 70 percent of all Whites were at or above the OECD average while only 40 percent of the Blacks and 50 percent of the Hispanic.

The National Assessment of Educational Progress showed us in 1994, the last date of reporting, that the average Black and Hispanic 12th grader read at roughly the same level as the average White 8th grader, and this difference persists even with college education. According to the National Adult Literacy Survey that the Chair cited earlier, the average Black college graduate reads at roughly the same level as a White who has only a high school degree or a GED certification.

Now, the one piece of good news which you can find in Figure 4 is that, from 4th grade to 12th grade, when you look at the gains made in reading by Blacks, Hispanics, and Whites, what you see are parallel curves. That is, even though they start out at very different points on the reading scale, the next eight years of education give them equal opportunities to continue to achieve.

This means that if we're going to focus our resources we've got to ask, what is happening from birth through 4th grade that's creating these differences? Now, I'm going to speak in very general terms about what the problems are. Dr. Lyon, as you all know, is going to focus much more on reading disabilities and some of the research that elucidates what it is that children are missing when they come in to school.

So my first point is, we have friends and we have foes. We're succeeding in some areas, we're failing in others. It's important, therefore, to understand where the successes are and where we need to focus energies.

My second point is, that unlike the high jump or the pole vault, we have multiple barrier to learning to read. In fact, there are three primary barriers that our research and other research shows.

The first is something that goes on in the home from birth until entry to school. And the recent White House Conference on Early Development pointed out in rather stark clarity, the enormous differences in vocabulary and expressive language that children from different types of homes bring to school at kindergarten and 1st grade levels.

And these are very serious differences that impact ability to learn to read, the affect ability to profit from schooling altogether.

Secondly, we know that there are problems in instruction. We know there are schools doing well with low-income children and there are schools doing not-so-well. Furthermore, we know there's an enormous amount of research that bears upon this question that is not being capped, and this is an issue that I'll get to in a moment.

Thirdly, we know there are enormous differences in out-of-school reading, and that this makes an enormous difference for continued progress from the middle school grades, onward. There's more than a 10:1 difference in number of words per year read across different levels of student reading ability.

Thus, in summary, I find that there are three areas that we would need to work on. There is no single area that we can simply dissolve in some way and thereby solve the reading problem. Now, what can we do about this?

My third point, very succinctly, is that the solutions are difficult but they're not impossible. They rank on the Herculean scale somewhere between cleaning the Aegean stables and catching the Pneumian lion. First, we need parallel efforts in research and development, and in improvements in fostering homework with children in language and cognitive development, and thirdly, in support of schools and in community-wide programs that foster out-of-school reading.

We need to continue to build the research and development infrastructure that we've so carefully brought along to the present point, and we need especially to find mechanisms to move research to practice. Dr. Lyon and I have submitted a proposal jointly to the Secretary of Education and the Director of NIH for this, and we hope that this can move forward with great speed.

We need to improve schools through research-based work. Secondly, we need to find a way to reach parents, especially parents who are on welfare, parents from the poorer areas, parents who have low educational levels, and find ways to help them foster better language and cognitive development.

We have interesting models developed by people like Herb Sigel at ETS, Grover Whitehurst at one of the S.U.N.Y. universities, the HIPPIE Program and others.

Thirdly, we need to continue to build community support. Reading is not simply an in-school phenomenon, nor is there any solution we can bring about through schools alone that will solve all of our reading problems. America Reads, Read Right Now, Reading is Fundamental, Everybody Wins, are all pieces of the larger quilt that we need to foster.

When we look at things like nationwide volunteer tutoring, for example, we must understand that this is not a program that intends to raise achievement in any significant way by itself. It's a way of improving attitudes towards reading; it's a way of helping bring to parents and to teachers, support in their efforts to help children; it's a way to bring a community emphasis on literacy, that we can see helping in a lot of communities such as Minneapolis/St. Paul and in Baltimore.

There are no magic bullets, no drugs, no single programs that are going to solve the reading problem for us. We just remain committed first to high standards for all. We must ask schools and those who claim to have the answer to this problem, how well their students are doing relative to national and international standards.

It is not enough just to do a little better than those who aren't doing very much at all. Mort Sol said many, many years ago--for those of you who remember who Mort Sol is; the comedian back from the time when horses like Secretariat and Nashua were still running around--Mort Sol said that the future lies ahead.

We have many of the pieces to this particular problem that are going to help us in the future. We need Federal support in coordinating and fostering and helping bring together practitioners from the field to form consensus panels to further reading, both within and outside of schools. The answers are going to be found within improved family practices, improved schools, improved community practices.

A nation that can put something a little larger than an oversized shoe box on Mars and have it wander over to a rock called Barnacle Bill and scratch a little on it, can certainly solve its reading problems if it focuses its energies and its resources.

I appreciate the opportunity to come in here to tell you all these truths about reading, to tell you how to do your job, and I look forward to exchanging more information with you. Thank you for your attention.

See Appendix C for the written statement of Dr. Venezky

Chairman **Goodling**. Several months ago the staff said that I should hear Dr. Lyon from NIH talk about reading. And I said, what does NIH have to do with reading? I've been here all these years and had no idea that there was an ongoing research project at NIH in relationship to reading, I guess since 1985.

Dr. Lyon is the Acting Chief of the Learning Disabled, Cognitive and Social Development Branch, National Institute of Child Health and Human Development. He's authored, co-authored, and edited over 85 journal articles, books, and book chapters addressing learning differences and disabilities in children.

We welcome you here today, Dr. Lyon.

STATEMENT OF DR. REID LYON, NATIONAL INSTITUTE OF CHILD HEALTH AND HUMAN DEVELOPMENT, ROCKVILLE, MARYLAND

Dr. **Lyon**. Thank you, Mr. Chairman. Mr. Chairman and Members of the Committee.

I am Dr. Reid Lyon, Chief of the Child Development and Behavior Branch, which is a name change of the Institute of Child Health and Human Development at the National Institutes of Health. I am most pleased to have the opportunity to present to you information about the results of extensive research that our Institute has supported since 1965 on the process of learning to read, the reason why so many kids have difficulties learning to read, and what can be done to overcome these difficulties.

There's no doubt the psychological, social, and economic consequences of reading failure are legion, and it is for this reason the NIHCHD considers reading failure to reflect not only an educational problem but a public health problem as well.

And within this context, a large, well-coordinated network consisting of 18 supported research sites across the country has been working extremely hard to: (1) understand the critical conditions that foster solid and strong reading development; (2) to identify the risk factors that predispose youngsters to reading failure; and very importantly, the instructional procedures that can be applied to ameliorate reading deficits at the earliest possible time.

Typically, beginning with youngsters at about five years of age, we've studied over 10,000 children, many of them longitudinally since 1965. Unfortunately, we've learned that a large number of our nation's kids fail to learn to read. We find that at least 20 percent and probably closer to 30 percent of children, never learn to read well enough so that they learn from what they read and that they enjoy it.

While some international test data suggests that America's children are reading on a par with good readers in the rest of the world, our findings clearly indicate that when over 10 million of our children fail to learn to read, the comparison with other countries becomes a moot issue. These children are hurting, and this hurt follows them through the remainder of their lives, and they are literally disenfranchised from leading a full life.

Because we study broad populations of children from every socio-economic, social and ethnic strata, we've learned that in general, reading failure is frequently attributable to a combination of complex factors.

Kids who are most at risk for reading failure enter formal schooling with limited exposure to language, little experience playing with nursery rhymes and the like to develop an awareness of the sounds of our speech, limited vocabularies, few experiences with books and print so that they are aware of how words reflect language and convey meaning, limited proficiency in English, and they frequently come from homes where their parents aren't reading well either.

In a more specific vein, our studies have found that at least four factors can hinder reading development, irrespective of environmental, socio-economic, ethnic, and biological factors. And these factors are detailed in my full report. I'll just summarize them briefly here.

Poor readers have difficulties understanding that the words that they hear are made up of small segments of sounds called phonemes. In fact, a majority of kids who have difficulties learning to read lack what we call phonemic awareness. This understanding that our speech is made up of individual sounds and that there are connections between the sounds and the letters on the page, is fundamental to the development of phonic skills, which in turn is critical to developing the ability to decode and recognizing words quickly and accurately when reading.

Specifically, difficulties identifying sounds and linking them to letters makes it difficult to read the words on a page rapidly. In turn, the slow reading of words makes it nearly impossible to gain meaning from the print. We know now that one of the best predictors of difficulties in comprehending what we read is the speed by which we read words, and we also know that the best predictor of how quickly one reads words is this skill in phonemic awareness.

We have learned how to measure these skills as early as the first semester in kindergarten with tasks that take about 15 minutes to administer, and we can predict with about 92 percent accuracy, those kids who are going to have a tough time learning to read at the kindergarten level and as they move through 1st, 2nd, 3rd, and 4th grades.

A second major impediment to learning how to read has to do with how kids understand what they read. The point of learning to read is to understand what is read, to learn from what is read, and to enjoy reading.

NICHD and other research clearly shows that while fast, accurate reading of single words is necessary for reading comprehension, it clearly is not sufficient. Children also must have the vocabulary and other critical language skills that Dr. Snow may allude to, to understand the words they read and the ability to associate what they read to what they already know.

A tough issue is seeing that kids who don't learn to read don't maintain the motivation to want to learn to read. Most kids are going to enter school with positive attitudes and expectations for success. However, it is extraordinarily surprising as we watch these little ones grow up, how quickly they begin to avoid reading when they don't learn the skills easily.

In the primary grades, reading is the most frequent academic activity and the most visible to other kids around the reader. And youngsters who read slowly and laboriously are quick to feel embarrassed because of their difficulties and lose motivation much more quickly than we ever thought.

It's been quite a surprise to all of our NIH and NICHD researchers to watch kids as young as 6 years, 5 months of age, have stomachaches and say they hate to come to school because they simply cannot negotiate the words on the page.

As evidence mounts that reading difficulties originate in large part from problems in developing phonemic awareness, phonics, spelling skills, the ability to read quickly and the ability to comprehend, the need for informed instruction for the millions of children with insufficient reading skills is an increasingly urgent problem.

Unfortunately, several of our most recent studies indicate that fewer than 10 percent of our nation's teachers have an adequate understanding of how reading develops and how to assess and provide reading instruction to laboring readers--less than 10 percent.

I'd like to conclude with a couple of major points. First, on the positive side. The NICHD studies have taught us that for 85 to 90 percent of poor readers, prevention and early intervention programs in kindergarten and 1st grade that combine instruction in phoneme awareness, phonics, spelling, fluency in reading comprehension, provided by well-trained teachers, can increase reading skills to near-average or better.

However, we also know that if we wait to provide appropriate instruction until nine years of age--the 3rd grade when most kids are typically picked up--75 percent of those kids will remain difficult or poor readers the remainder of their life. That is not to say that older kids and adults cannot be taught to read. The expense and effort to bring about reading change probably about quadruples if we don't get to it early.

Finally and very critically, in terms of how we think about what we need to do. As Dr. Venezky pointed out eloquently, we have learned that no single method, no single approach or philosophy for teaching reading, is equally effective for all children. There is no quick fix and there is not a magic bullet that will cure our reading ills.

It is the teacher that is the key to reading success for all of our children. And our teachers are in substantial need of better preparation and support to accomplish this job. It will be the teacher that uses research-based information about reading development and about reading difficulties that she or he will use to construct programs for kids who don't learn to read well, that in our opinion, will in fact, eradicate reading failure in this country.

Mr. Chairman and Members of the Committee, the NICHD appreciates your interest in and support of, this productive research program over the past 20 or more years, and it is very pleased to have had this opportunity to report to you on the major findings of this effort. I would be pleased to respond to any questions you, the Chairman, or the Members may have.

See Appendix D for the written statement of Dr. Reid Lyon

Chairman **Goodling**. Thank you, Dr. Lyon. The Speaker gave me an assignment two-and-a-half years ago to do what I could do to make sure the D.C. Schools are the model for the country. Dr. Lyon is going to try to help do that, and I've asked the appropriators to give us some money to make sure, as you said at the end, that the teachers are prepared then, to do whatever it is the research says they should be doing.

Our next witness I met probably about a year ago at a NASPINS Institute meeting, and he was telling us all these wonderful things. And then he indicated that it was Chapter 1 money that was supporting it, and I said Thank God, I'm finally hearing a good report on Chapter 1.

So Dr. Robert Slavin is the co-Director of CRESPAR, Center for the Social Organization of Schools, Johns Hopkins University. He has authored and co-authored more than 180 articles and 15 books. He also received the American Education Research Association's Raymond B. Cattell Early Career Award for Programmatic Research in 1986.

Dr. Slavin.

Dr. **Slavin**. I have a one-page presentation summary.

Do you all have that?

STATEMENT OF DR. ROBERT E. SLAVIN, JOHNS HOPKINS UNIVERSITY, BALTIMORE, MARYLAND

Dr. **Slavin**. I am very pleased to be here today to address you on this very important topic. I think this is an extraordinarily exciting time in the forum of schools generally, and specifically in the area of reading. I think people are beginning to consider possibilities that could have a profound impact on the performance of so many children.

As I see the situation, we're in a situation where we have a pretty good understanding of how children learn to read and a pretty good understanding of what goes wrong when they don't learn to read. We have a very well-defined target. I think the 40 percent of children who are not reading adequately at 4th grade is a reasonable definition of the group whose performance we need to be worried about.

I think it's clear that it's going to take a very broad approach to meet the needs of all of those children, and that their needs will be quite different. The needs of children who are reading just somewhat below grade-level are different from those who are reading far below grade level, which are quite different from those who are truly dyslexic.

But clearly, we need to move on a very broad scale to make a difference in the reading instruction for children in very large numbers. And this is really the problem.

There are more than a million teachers who teach reading in the United States. If you think just of Title I elementary schools, there are about 50,000 of them. Just to shake hands with the principals would take you the rest of your life, much less to provide meaningful, professional development for this number of teachers in this number of schools.

The question is, how in a practical way, can you provide effective instruction to so many children in so many locations? How can you change what teachers are doing every day? Because I can assure you that nothing less than that is going to make a serious dent in the problem. Because we can change legislation, we can add money, we can add any number of governance changes, we can have choice, we can have vouchers, we can do all kinds of things--but they will not affect what happens on a day-to-day basis between teachers and children, and in the area of reading and most other areas, that is where the difference has got to be made.

The solution I would argue, for this, has got to be to provide teachers in schools with proven strategies--not simply general principles, not just general ideas about what to do, not just you know, here, read this research articles and this may help--but proven strategies that are well worked out, well researched, known to be effective, known to be replicable, and then make these broadly available to schools.

My own experience with this has a lot to do with a program called Success For All. It is a program that we began in Baltimore and now exists in about 750 schools in 38 States. It involves extensive professional development for teachers of pre-kindergarten through 5th or 6th grade, 1:1 tutoring for children who are having particular difficulties in learning to read in 1st grade, and a very active parent involvement program--family support program--to deal with any problems that children may have outside of the classroom.

We have a great deal of research, mostly done by third-party evaluators, to show the effectiveness of this approach in comparison to traditional kinds of approaches that similar children would receive. We've done a lot of research to find out that the program can be replicated and that it's effective in its replication sites as well.

But Success For All is only an example. There are any number of kinds of approaches that could be used that would be school-wide approaches, things that teachers would choose, where you know, we emphasize that teachers make an informed choice among programs that would require that at least 80 percent of the school staff vote by secret ballot to take on the program so it's not something imposed on them.

I think that other programs, other school-wide programs should and usually do the same. So it's a choice that teachers can make from among well-developed programs that are well-researched and known to be effective.

If we had a range of such programs--and I would argue that we do, although we need many more--if we had a range of programs available that could reliability increase student achievement in a wide variety of schools, particularly schools serving high-poverty populations, I think this has profound implications for policies at the Federal and State levels.

I think most importantly is Title I. As Mr. Goodling was pointing out, Title I is overwhelmingly the largest source of funding for reform in high-poverty schools. We have been working at this for quite some time and we work in lower poverty schools as well as very high-poverty schools, and I can assure you that those schools who do not have Title I resources, no matter what their per-pupil costs are--and you can have schools in suburban areas where they are spending $13,000 per child every year but they have no money for reform because the $13,000 is all tied up with routine operations.

Title I is the source of funding for, not only our reform model, but virtually all reform models that have been proposed and widely used. However, it's still a small minority of Title I schools that are using anything that is as systematic and well-researched as Success For All or other kinds of school-wide programs.

I think that there needs to be a major shift in how Title I is used: both an encouragement of schools to use Title I funds to adopt well-developed programs, and implement them with quality and care; as well as to improve the choices that are available to these schools by investing in infrastructure, by investing in research and development and scale-up of effective models, as well as giving additional funds to school during the early years of implementation of new models to help them with the start-up costs that will always be present in any kinds of programs that are going to be school-wide change.

In other words, I think that if we begin to think of Title I as a source for reform rather than as a source for additional money for high-poverty schools to serve kids who are having individual difficulties and it can be that as well. So we need to think of Title I differently as a source for reform. This is happening already without any special legislation doing it, but on a small scale.

We have millions of children, a million teachers, tens-of-thousands of schools that need to be served, that are having many children with serious difficulties. We can make a difference with those children. I think that the research that we've been doing on our Success For All Program and research others have done on other kinds of replicable models, has implications for other kinds of initiatives as well.

Just to mention briefly, America Reads. As Dr. Venezky was talking about, we're not going to solve the reading problems of 10 million children by providing them with volunteer tutors alone. That can be and should be, part of a solution, but we need to do much more with families, with schools, with communities, to see that all children are going to be successful at reading.

We need to have, in this case as well, replicable models that we know can make a difference with large numbers of children. In Special Education, if we have knowledge that the large number of children who wind up being called reading disabled did not have to be reading disabled had they had high quality instruction in pre-school, kindergarten, 1st grade, as well as 1:1 tutoring if they needed it, this would put a very different slant on how we think about Special Education and Special Education reform.

And in terms of systemic reform generally, the reform of our schools, we need to have a way to have school-by-school change be the purpose of systemic reform; not simply to change things in Washington or Annapolis or Sacramento, but to change things in classrooms is going to take a great deal more than changes in governance and funding structures.

But those funding and government structures must be changed to enable schools, to encourage schools, and to fund schools, to be able to adopt programs likely to make a systematic difference in the achievement of very large numbers of children at risk.

Thank you.

See Appendix E for the written statement of Dr. Slavin

Chairman **Goodling**. We have a vote on at the present time and I was telling Mr. Hoekstra to go and vote and come back so we could keep this hearing going, and Mr. Barrett thought I meant that he should go, and they were both going.

Dr. Catherine Snow, Henry Lee Shattuck Professor of Education, Harvard Graduate School of Education. Dr. Snow received her Ph.D. in Psychology from McGill University in 1971, then worked for several years in the Linguistic Department of the University of Amsterdam. She serves on the Board of Trustees of the Center for Applied Linguistics, and was Member of the National Research Council Task Force to establish a research agenda for language-minority children.

Welcome, Dr. Snow.

STATEMENT BY DR. CATHERINE SNOW, HARVARD GRADUATE SCHOOL OF EDUCATION, CAMBRIDGE, MASSACHUSETTS.

Dr. **Snow**. Thank you; I'm very pleased to be here. Let me state for the record that I am currently also chairing a National Academy National Research Council Committee on Preventing Reading Difficulties in

Children aged zero to eight; that my remarks here today are my own. The Committee has not yet issued its report, so these remarks should not be taken as an early indication of what that report will say.

I hope that whoever put this panel of witnesses together was not expecting a high level of controversy. I think it's clear that we all agree on some basic principles: that reading is complicated, that it is a multiply-determined outcome, that it's possible to succeed as a reader really in only one way--by figuring out the system--but it's possible to fail in many ways and for many different reasons.

I'm going to focus in these few minutes on one area of research I think is particularly relevant to policy. I will summarize 40 years of research in five minutes and I thus try to make only three points.

I'm going to focus on the issue of readiness, of children arriving at school ready to learn, which is an admirable goal, and I will argue that there is really one component to school readiness for reading, and that is language. That children who will be reading well when they leave school are children who have arrived at school with strong language skills.

Language is crucial to literacy. What we read when we read, is language, and richness of language abilities is a very important contributor to reading ability, for a number of reasons. Reid Lyon has identified a couple. Vocabulary. If you encounter a lot of strange words when you read you have a difficult time understanding text. Analysis of the language system is clearly part of the task of the reader.

Most generally, I think the issue is that the kindergarten and 1st grade teachers are forced by the presence of 25 children in their classrooms, to make certain assumptions about what children already know, and children who arrive in those classrooms without the foundations for the instruction the teachers will try to deliver, simply are missing the boat in much of that instruction.

So where do children learn language? Well, children learn language at home. They learn language on their mother's laps, they learn language at the dinner table. And it's quite clear that families that spend an extra ten minutes a day talking to their kids have children with larger vocabularies, that families that spend an extra ten minutes a day reading a book with a preschooler have children who do better when they get to school.

So these are very powerful effects; they're not effects that require massive interventions. They're effects that reflect the differences between organized families who understand the importance of language, and have a little bit of leisure to devote to their children and families who are in crisis.

The other place children learn language of course, is in pre-schools. Pre-schools have very often been constructed, including compensatory pre-school programs like Head Start, as academic enrichment programs, as places to learn the alphabet, as places to start to learn to read.

I would argue that they should be constructed as places to expand children's language systems. That language is the crucial skill to be acquired in the pre-school period. And we want to encourage neither families nor pre-school teachers to be doing what 1st grade teachers should be doing. We want to encourage them to be providing the basis for 1st grade reading instruction.

An implication of this view is that parents should be doing this with their children in the children's first language and in the parent's first language. It would not be easy to provide a rich language environment to a child in a language you don't speak very well, and yet much of the advice that immigrant families get from teachers and from pediatricians and from well-meaning educational practitioners, suggests to them that they should switch to English as a home language. That is a very, very destructive tendency and something that we should undertake to avoid.

So the implications of this work are, I would argue, three. We need to support families in ways that will enable them to provide rich language environments for their children because that does constitute the primary source of reading readiness for pre-school children. We need to think about incentives in providing compensatory pre-school education, daycare, and so forth, to ensure that those are environments which focus on children's language development and not primarily on teaching them how to read.

And we thirdly, mustn't let readiness be undermined by well-meaning but misguided efforts to prematurely induct immigrant families into the English language. We should give them time to develop language in whatever language the children and the parents speak best, and let introduction to English wait until children get to school.

See Appendix G for the written statement of Dr. Snow

Chairman **Goodling**. I recognize Congressman Fattah to introduce our next witness.

Mr. **Fattah**. Thank you, Mr. Chairman. I'd like to welcome Dr. Vivian Gadsden from the University of Pennsylvania, who is going to add to the testimony we've heard today. She's received her doctorate from the University of Michigan and she has written extensively on issues related to literacy development, particularly as it relates to urban youth and minority youth in this country.

She is presently the Director of the Center for Fathers and Families at the Grad School of Education at the University of Pennsylvania, and an associate professor. Welcome, and we look forward to your testimony.

Chairman **Goodling**. Dr. Gadsden.

STATEMENT BY DR. VIVIAN L. GADSDEN, UNIVERSITY OF PENNSYLVANIA, PHILADELPHIA, PENNSYLVANIA

Dr. **Gadsden**. Thank you. Mr. Chairman and Members of the Committee. It is a great pleasure for me to present some of my issues to you this morning. This pleasure's only parsed by some dismay on my part as a researcher of literacy and families and an advocate for children, that our effort on behalf of children have yielded so little change over time.

Because I do focus on families and literacy I want to say that it's a pleasure to see Mr. Fattah here whose daughter recently graduated from my institution and who has told me, actually just two days ago, that she plans to enter our Graduate School of Education as a graduate student. So we know that the work will go on.

Despite considerable attention to children's literacy learning, we seemingly are parked between an apparent desire to improve children's literacy because we think strong literary abilities will improve their life chances, and perplexity about how to translate what we know from research into effective learning experiences for children, particularly those who differ in income, ethnicity, and life experiences from each other and from us.

My own work has been on intergenerational learning within families, particularly in low-income African-American and Latino families in urban and rural areas. And so I agree with my colleagues here

BEST COPY AVAILABLE

today that there should be a great focus on parents and on families in trying to support children.

Rather than talk only about intergenerationality, however, I want to identify six themes that I think should be considered as we attempt to reduce the apparent intractability of children's poor reading. And part in preparation for today, I contacted several of my colleague around the country just to get a sense of what they thought the major reading issues are.

And there was a study done, I guess about a year or two ago by a woman named Rona Filippo, and she found enormous consistency across researchers around the nature of the problems. And so it was no surprise, as Dr. Snow mentioned, that you would hear some consistency here today.

In addition to the need to increase coordination of services--and I believe this is critical--that these are systemic problems that require a systematic approach. And to paraphrase a colleague of mine at Penn, Ralph Smith, it is amazing that we have done so much and achieved so little. There is a necessary focus on interdisciplinary work and it's great to see Reid Lyon here, and obviously we need increased funding.

But six areas that I think should be considered are, first, a national effort to support children learning literacy. One in which children have access to committed and trained assistants and tutors who make sure that they help children make the connections between and among literacy learning, their school and life experiences, and the purposes and task for tutoring itself.

Such efforts must be more than short-term agendas, however, and they must be implemented over time and with the knowledge that change for intergenerationally poor and educationally disadvantaged children and families, is not a short-term enterprise but lead to self-sufficiency, self-efficacy, and the transfer of literacy knowledge, goals, and values, from one generation to another.

A second is a rejection of a one-size-fits-all philosophy. A philosophy that tends to polarize and not particularly serve children well. On the one hand, as Reid Lyon mentioned, we must acknowledge the code and the importance of phonemic awareness.

On the other, we must utilize the strength of whole language approaches and literature-based instruction. The field will need to act on behalf of children and strive for informed and realistic balance--a kind of bi-partisanship, one might suggest.

Third, I suggest a focus on language and literacy needs with which children enter school. As my colleagues have stated, there is enormous variability in the knowledge with which children come to classrooms. Keith Stanovich refers to the likelihood of children who have had the fewest resources prior to school experiencing the greatest number of problems.

What is needed is greater emphasis on language-related issues for bilingual children, children who speak African-American vernacular or other non-standard dialects and who are sometimes punished for such--and children who have not received the necessary pre-reading and pre-school experiences. And we have to do this without applying harmful stereotypes that contribute to their failure and certainly to their marginalization.

I think we also need to forego, and if not outrightly try to steer away from, a seduction of suggesting that the problems lie within the children and their experiences. In fact, poor children have horrific experiences, but the reality is that all of the problems do not lie there and we need to focus on ways that teachers and other communities of people might support children.

Fourth, I suggest more thoughtful and creative ways to build and build upon communities and community resources. Children learn in a variety of places and from a variety of human and material resources. Churches, libraries, and voluntary efforts in communities enhance the opportunities for children to read and to receive support for literacy.

Fifth, I suggest an investment in pre-service and ongoing professional developments. There is as much variability in the preparation of undergraduates who plan to be teachers as there is variability in the pre-school experiences of children. What is needed is more attention to pre-service activities, including opportunities for prospective teachers to work with students as tutors and resources.

In addition, a nationally recognized set of activities is needed, a coherent core of ways of thinking about teaching and supporting children that enables teachers to choose between and among, the most strategic approaches. At present, teachers are often caught between the competing strategies of publishers who often tend to produce work that highlights the most popular debate rather than the most effective method for reaching diverse classroom children from classrooms and schools.

Inherent in initiatives such as America Reads, are opportunities to strengthen children's literacy experiences and contribute to a culture of positive support for, and social investment in, children.

Sixth, to reiterate once again what has been said here today, a focus on families and a focus on families at risk--whose children by the way, are also at risk--and on the contributions of both fathers and mothers; how parents perceive their own literacy and assess their children's literate behaviors is critical on how they make meaning out of the developmental and literate activities in which their children are engaged.

Poverty explains much of the variance in literacy, and the embeddedness of poverty in the lives of children limits both their human and academic potential and ultimately their ability to contribute to society as good citizens.

And lastly, I suggest a more critical discourse and a more critical examination of the reality of culture, race, and diversity. The relative absence of a critical discourse about diversity and culture above and beyond the recognition of difference alone, requires a reanalysis of the approaches used to teach reading and writing, assessment of instructional tools and artifacts used to convey the meaning of literacy within different contexts, and a discussion of what counts as knowing and knowledge.

Do the cultural and literate experiences of African-American boy from a low-income area such as some of them in North Philadelphia count as much as the experiences of a white boy from a middle class home in Bloomfield Hills, Michigan, or an African-African-American or Latino boy from a middle class home in Los Angeles? What is nature of each boy's prior knowledge, and when and how do we achieve access to this knowledge or use it on behalf of the literacy development of children?

In conclusion, I want to say that it has become increasingly clear to me that not all, but some, of the traditional, conceptual, empirical, and policy models are inadequate to really get to the core of deep-seated problems that are a part of our contemporary experience.

As increasing numbers of children and families become more vulnerable to hardship and the problems of low literacy persist, the issues take on a sense of urgency requiring the intellectual strength of researchers, the social commitment of the public, and your political will, to effect positive social change.

I think when the ante is the literacy development of children, however, the investment is more than worth the work. I want to thank you for the opportunity to share these notes with you today.

See Appendix H for the written statement of Dr. Gadsden

Mr. Hoekstra. [presiding] Thank you very much. I have to tell you that when I was listening to your testimony, Dr. Venezky--I don't have all the statistics right in front of me--but you indicated that we were achieving at world-class levels. And we've had a series of hearings around the country called Education at the Crossroads.

What has struck us has been the importance of percentages of remedial education for kids who are graduating from high school and entering college. I think we've heard statistics in the high 20s, low 30s, in both California and Arizona.

How are you defining world-class standard? When we compare to everybody else, we're near or at the top, so are we as good as everybody else? Or are you defining a world-class standard as we're getting the kind of results that we, as a nation, ought to be getting and it's not a major problem; we've just got to be fine-tuning it?

Dr. **Venezky**. Well, first let me qualify. The Goals 2000 along with the other goals related to achievement, typically use the term world-class to simply mean, being best or among the best among our trading partners; that is, the more industrialized, advanced nations in the world.

If we accept that and you look at the reading and the recent TIMMS results for math and science, what you can see is, by those standards, clearly we are at that point on the average. The point I'm trying to make is, the average is not good enough for us. We have too many inequalities; that is, even being world-class does not mean that we don't have 20, 30, 40 percent of our students who, across the board--math, reading, science, and even social studies--don't need further help.

My argument would be much more that we have to stop saying to schools in so many words, everything you're doing is wrong. We have to rather say that we can see things that you are doing well, but there are other areas where we need to focus energy where we need to do better.

The idea that 40 percent of 4th graders can't read at the basic level is a total arbitrary decision of a small group of people who set the performance levels for the NAEP 4th grade, 8th grade, 12th grade reading scales. And I think most people who have examined them are aware that these represent a type of wish-list much more than they represent any honest attempt to set goals that reflect the reality of either schooling demands or civic, occupational, and personal need.

So I'm not sure, you know, where to take you beyond that. I mean, like our children, we can always look for improvement no matter how well they do. My point is more that we need to focus our energy where we need help. Our best are pretty damn good, and I think we should recognize that. At the same time we must recognize that we're not doing well for a very large percentage of the students at the bottom, and that's where our energies need to be.

Mr. **Hoekstra**. You're saying the percentage there at the bottom in different categories may be as high as 30 or 40 percent?

Dr. **Venezky**. I would prefer not to get into the percentage game. Let's just say that it is large enough that we should be alarmed; not so large that in fact, we don't score on the average quite well against all of our trading partners.

Mr. **Hoekstra**. That's what concerns me. By coming out of the private sector when we hear we're competing on a world-class level, or that we're benchmarking against our competitors on an international basis. That was usually pretty good news. You'd say, well, we've got our game plan down and we just need to keep refining it, and there wouldn't be a cause for alarm.

What you're saying is, we may be benchmarking but when we take a look at the absolute results, there ought to be a general consensus that we're not doing as well as we could and, using your words, then there is a cause for alarm.

Dr. **Venezky**. Well, there's the cause for alarm and also, we have to keep in mind, when we talk about world-class standards we're using an economic competitive model, and we're mainly concerned with whether our achievement is good enough to keep our position in the global economy?

There are many other issues of concern. There are issues that relate to family development and stability; there are issues that relate to crime; there are issues that relate to voting and other types of civic responsibilities. And we know that that those people on the low end without appropriate literacy skills, typically are not voting in high numbers, they're not able to support their families, and they represent a very large percentage of those behind prison walls.

So there's much more to our national concern about reading ability then just our competitiveness. Let me give you a simple analogy using productivity. I'm sure on your Workforce side you've all heard people berate the quality of the workforce and the low skills of the American worker.

But how do you account for the fact that we are leading the world in productivity and the gap between us and our two main competitors--Japan and Germany--is actually getting bigger? That our productivity per worker is actually getting bigger through time when we're continually berating the American worker for having such low skills. I think that's the same issue that we have in Education.

Mr. **Hoekstra**. I think if we take a look at it from the kid's standpoint rather than the economic standpoint, we may be doing well enough to say we're competing internationally, but every time we lose a child, there's potentially huge social and economic costs.

Actually, the thing you just brought up is exactly what we are soon going to be focusing on, which is the American worker at a crossroads. We'll focus on the long-term implications of having our education system perhaps not being good enough, and what are the long-term costs will be and whether we will maintain the competitive advantage?

I think it's a huge opportunity cost. I'm worried about where we are competitive. But what's the opportunity cost if we could get more of our kids to a higher level, how much better could that be?

Dr. Lyon, I think you wanted to say something?

Dr. **Lyon**. Yes sir, I do, Mr. Hoekstra. Let me add to what Dr. Venezky is saying in a bit of a different way--in a more of an individual child way. If you sit in my seat and have the opportunity to visit 18 large research sites where 5-year-old's are followed for a minimum of five years, and sometimes as many as 15 years so they're now 21--and these kids come from all spans of life--economically, socially, and so on--there's great readers, moderate readers, very poor readers.

You have a chance to watch this unfold. I'm not a big fan of percentages either, but I will tell you that at least 20 percent of our nation's children cannot use reading to learn. In my initial remarks this morning I mentioned upwards to 30. I think that's probably still a bit conservative. Let me tell you what I mean.

Because we follow in some studies very good readers, or readers that span every level, I have an opportunity to talk with someone--and I hate to put a number on this--but someone at the 40th percentile in reading. That would typically be someone not judged as having a reading difficulty; that person reads better than 40 percent of the other kids that they're being compared with.

You ask that child or that child's teacher or the parents of that youngster, whether this kid reads. No. You ask this kid whether he or she likes to read. She says, absolutely not. They score fairly well, but the 40th percentile, which would be judged as fairly good reading, is not robust enough; it's not efficient enough. It's like all of us in this room practicing a skill at which we're okay at, but it takes an awful lot of labor to do.

So without talking about percentages, that's what I tried to say this morning. We can look at competing countries all day long, but the fact is, when you're looking at over 10 million of our kids who cannot use reading to benefit their life, then we do have a serious public health problem.

Mr. **Hoekstra**. Thank you. I think that's what I wanted to get. Is that we wouldn't leave here with a degree of comfort saying hey, we're world-class so we're okay. We've got an issue that's very important. I'll return the Chair back to the Chairman. Thank you.

Mr. **Scott**. Thank you, Mr. Chairman. I want to thank the panelists for their comments. This is an excellent hearing. It's one of the first where we've actually had testimony based on research rather than _I mean, academic research rather than on polling information or what sound bite sounds better.

So I was very delighted to hear the testimony. Dr. Lyon, you indicated that 92 percent of those that are going to have difficulties can be identified early. What do you do after you've identified them?

Dr. **Lyon**. The identification rates are fairly robust. We have those replicated now in two sites, and just to be clear about what we're talking about, with tasks that assess a number of the issues that Dr. Snow was talking about: vocabulary development, early literacy exposure, this understanding that words have words or phonemic awareness, the ability to name letters and words quickly. All of those combine to give us a good boles of information that says which kids are going to have fairly severe reading difficulties.

So let me make sure that as I'm talking about the prediction, we are 92 percent accurate on replication in predicting kids who will read below the 15th percentile; those are lousy readers. Now, what do you do?

All of the things that the panel members have talked about this morning, vis-a-vis all of the family language factors have to be done. What we're trying to understand at NIH is, straightforwardly, given a kid who is not going to be a good reader, what instructional conditions have to be in place in order to move that kid from point A--let's say very poor reading--to point Z, very good reading?

Let's just take a look at what the kid needs to know. This youngster needs to understand that the language they use have teeny sounds in it that can then later be applied to letters to learn phonics. I hate to get into this phonics stuff because we go down that whole language/phonics road. But to be clear, the sounds structure that a kid needs to learn has to be directly taught, its integration with phonics for these kids appears to have to be directly taught.

What I'm telling you is that phonics is non-negotiable, but it is not sufficient. Children, once they learn how to enter reading through the code--because our language that we read as a cipher must engage that skill in very rich literature, that Dr. Gadsden was talking about--there's an integration of skills that must be brought to these kids.

They need to learn sound structure, they need to learn phonics, they need to learn how to read words very, very quickly, and they need to do it with very strong, good literature that's meaningful. How do you do that? You have got to prepare teachers at very strong levels.

Mr. **Scott**. Let me ask you a question because I can get another question in right on that point. What skills should a teacher have and how do you evaluate who is going to be a good teacher and who's going to be a bad teacher? I assume you can't read that off a resume.

Dr. **Lyon**. No sir, you cannot.

Mr. **Scott**. So what skills should you be looking for _

Dr. **Lyon**. If I were going to hire a teacher _

Mr. **Scott**. For teaching high-risk students.

Dr. **Lyon**. Yes sir. If I were going to hire such a teacher I would want to know what that teacher knew about how reading develops, what are the critical conditions that undergird the development of reading skill and reading fluency.

I would want to know how much experience, given that knowledge, the teacher had translating the knowledge to actual practice. I would want to know how many diverse types of kids this teacher had experience with. And I would want to watch that teacher in action.

When we study children we also study teachers, and as I pointed out this morning, that less than ten percent of our teachers have just the content we're talking about, I think that's almost a conservative figure.

Less than two percent of our nation's teachers have ever seen their professor model or demonstrate teaching practices with children of diverse skills in a systematic way. About 90 percent of our teachers have never had the theories they have learned--the theoretical information--directly linked to providing instruction to a wide range of children.

So I would want to make sure that the teacher had her stuff, knew how to stuff the kids, and stuff the kids every chance they got.

Dr. **Venezky**. Might I add a short piece to that? In many States in this country you need two or fewer courses in reading to be certified as an elementary teacher. A group in the Bay Area have been collecting syllabi from these reading courses at the colleges in that area, and in some of these courses it's very difficult to tell from the syllabus whether it's a course in traditional American mythologies or a course in teaching reading.

Chairman **Goodling**. Ms. McCarthy.

Ms. McCarthy. Dr. Lyon, being that you're performing research on disabilities, I want you to know that I grew up with a disability. I had a hard time reading, and thank God I had very supportive parents. And as you were speaking, I was thinking of all the things that I was going through in the lower grades--feeling I was intelligent and yet having a hard time learning. It took me many, many years, even after high school, to get over those feelings.

I was lucky. I had an aunt that was a teacher, and she took me for a full summer and worked with me six, seven hours a day. She knew I had a love of reading because my father loved to read, and I wanted to read. So that probably saved me.

My son also has extremely severe learning disabilities, and of course when he went to school we had programs in place; I learned with him and it increased my thirst for knowledge. So I was lucky.

I do believe though, we are putting too many kids into resource rooms just because they don't know how to read. I know my aunt knew how to teach reading, and I find a lot of teachers don't have that skill today.

It's important to be able to take a child that doesn't have severe learning disabilities and teach them how to read, instead of labeling them as disabled. Kids do have labels put on them when they're in a disability program and that's a shame--I wish we could get away from that.

So I'm supportive of trying to find ways of teaching teachers how to teach, and I think that's one of the biggest problems that I see going into the schools and talking to teachers. Some of the newer teachers that are graduating can't even pass tests that are given to their students in 12th grade. That's scary.

And hopefully through this discussion--and I know there's no magic bullet and I know we can't have a set program for every child--we will develop some kind of program, to be able to teach our children to really read and comprehend. Because, as far as I am concerned, that is the solution to all our problems in this country.

Dr. Lyon. Ms. McCarthy, I agree with your very thoughtful analysis. Let me try to give you my perspective on what you've just said.

Clearly, a number of children who enter Special Education settings enter not because they couldn't have been taught to read, but because in a sense, they suffer from dispedagogia, or lousy teaching. One of the things we're studying very aggressively now at the NIH is how philosophies and belief systems drive teaching.

And of course we're your biomedical research arm, and the accountability for allowing belief systems and philosophies to drive something like clinical medicine, has some extraordinary negative outcomes. Driving education through belief systems where no data are present and then providing teachers with these philosophically-driven ideas where no data are present, is tantamount to malpractice in my consideration.

We have teachers that we survey in the State of California that are receiving doctorates in reading who literally have no idea about the kinds of things you've heard from this panel this morning. They have an idea that reading seems to develop naturally; that if you have good language capability, you know, you can listen and speak--that reading will come along right well, and you don't need to get the youngsters very early with very specific kinds of things.

Well, for a lot of kids that's true. A lot of kids will learn in spite of us. But I would venture that of the numbers of children that enter Special Education, if we were able to get to the kids early enough and powerfully enough, as we discussed earlier, that we could probably--and this is pure speculation on my part--we could probably reduce by 90 percent, the number of youngsters who enter Special Education settings for reading problems.

But it does in fact, come back to teacher preparation. Dr. Slavin's program is one of the most powerful programs I've had the opportunity to watch evolve and work, but Bob will tell you himself that some kids are not going to respond as well to some of the program's elements.

No person ever responds to the same medical regimen we may deploy for hamafluous influenza. There's got to be a titration of dosage; there's got to be a combination of teaching effects or treatment effects. Likewise, in teaching kids to read, no one program, as you point out, is going to carry all the oomph, and it's going to be the teacher and their conceptual knowledge that says, well I need to augment here, or I need to make sure family issues and family language issues are moving here.

It's a conceptual, professional process. It shouldn't be so method-driven. And I think in fact, we produce as many reading difficulties as we might see occurring with kids who just have an intrinsic difficulty.

Dr. **Gadsden**. Ms. McCarthy, I'd also like to say something in this regard. I want to thank you for bringing this issue up because in low-income communities we find that African-American children and Latino children who are poor, are disproportionately represented in these classrooms. And I was struck by two things that you said.

One was that your aunt spent an enormous amount of time with you, and two, that you had parents who could provide some structure for you. The issue of time and the ability to provide kids with additional support in addition to teaching because it just wasn't what was happening during those nine months of school, it was this additional support.

It suggests that while we really have to focus intensively on professional development, both getting our undergraduate students and teacher education programs to focus on content as well as trying to infuse some dedication and commitment to teaching, we have to provide teachers with ongoing support.

We have to provide teachers with opportunities to collaborate with each other, with time to do that, and with opportunities to work with researchers. The notion of research to practice is a kind of off-centered notion in my mind because it is a reciprocal relationship in which researchers really must to something to find out what's happening in practice, and practitioners have opportunities to inform researchers. I think you have perhaps, uniform policy-makers.

But programs such as America Reads provides, I think, a great opportunity for us to focus on additional tutoring for kids, and it in some ways provides an opportunity to reinvigorate the field. Certainly, we think about the possibilities for reading specialists to become more energized around us and to increase the numbers of people who want to take this area more seriously.

And I guess in conclusion I want to just say that as we continue to think about this, I want to reiterate what I said in my opening statement which was, that the problems do not lie only in children, and it is not enough to say they are poor, they are disenfranchised--the poor, you know, limpy children and their families are intergenerationally poor.

I would like for us to begin to think about what it would mean to make children and their families intergenerationally strong so that they can have opportunities in a more futuristic way.

Dr. **Slavin**. I just wanted to add a couple of things. First, we have evidence from evaluations of our program done by the University of Memphis in Fort Wayne, Indiana, that just with high quality pre-kindergarten, kindergarten, and 1st grade programs, plus 1:1 tutoring for children who need it, of a reduction of children being assigned to Special Education for reading disabilities to one-quarter of what they had been.

The one-quarter was probably higher than it had to be even there, because the schools were worried about, if they reduced their pupil counts would they lose their Special Education resources, which is a big policy issue, too late to deal with because you've already passed IDEA, but that's another issue.

I want to be very clear. What we're talking about here in terms of changing the reading performance of so many children who are having difficulties in learning to read, is really a massive retooling of an entire workforce, and nothing less than that.

There are very small numbers of teachers who really have the deep understanding of reading that's necessary to see that children are successful at the critical moment of their development. Pre-service is not enough. If we improve the quality of pre-service education it would produce better teachers coming into the system, but each year only a small number are coming in as a proportion.

It's more a question of helping the teachers who are already in our classrooms, who are working very hard, who are doing the very best they know how using the materials that are given to them, and they are not getting it with a very large number of those children--and they could, with high quality programs available to them that are, you know, researched and known to be effective.

Chairman **Goodling**. I'm going to have to pay a little more attention to the 5-minute rule since we have all these folks that want to participate. I do want to recognize the fact that Dr. Andy Hartman is in the audience. He was a Staff Director here and is now the Executive Director of the National Institute of Literacy. Also welcome to a former Member of this Committee, Mr. Sawyer, who's been very active in literacy issues for a long, long time.

At this time I recognize Mr. Greenwood for five minutes.

Mr. **Greenwood**. Thank you, Mr. Chairman. I want to pick up on Dr. Slavin's comment about massive retooling of a workforce. My daughter, who's just finished 5th grade, scored in the 99th percentile in reading comprehension and the 18th percentile in spelling. She has a learning disability and she's struggling.

We're sending her to a tutor every week and we pay for the tutor and we pay for somebody to take her to the tutor and all that sort of stuff. We can afford it and we're happy to do it.

But I think about another household where Mom and Dad get up every morning and go to work. Maybe their combined income is $50,000 a year. They've got to work all summer to pay their school taxes and their daycare. Their 8-year-old graduates from the 3rd grade not reading at grade level, and then goes to the daycare center where he's not really getting any remediation.

The teacher is taking the summer off, maybe making as much money as the combined household income of the family with the problem. We've got millions of kids who just finished their school year not reading at grade level who are sitting at home all summer doing nothing. We've got virtually a million teachers sitting at home this summer--I'll get in all kinds of trouble saying this--basically doing nothing.

We've got empty school buildings all over the place. It seems like if we can put Voyager on Mars, then we can teach all these kids. If NASA took the summer off, we'd have a hard time with what we're trying to do in space.

If every school district in the country said to its teachers' union each one of you has to teach summer school every five years at no extra pay as a commitment to this mess of national illiteracy, that would mean every kid who finishes a grade below grade level in reading, parents could choose the option spend the summer trying to get their child remediation.

And if the school said to those same teachers and you have to spend some time learning how to teach reading so that when it comes your turn once in five years, you're ready. Then I think we actually could solve this problem.

I'd like to know if any of you would like to endorse that proposal.

(Laughter.)

Dr. **Gadsden**. I'm just curious as to why the teachers would work one summer every five years at no additional pay. I believe that there's an oxymoron that's called faculty pay.

Mr. **Greenwood**. Well, let me quickly respond.

The answer is because they're getting a paycheck every week all summer long that's bigger than the paycheck of the mom and dad of the kid who can't read. That's one reason. And I know that teachers' salaries vary all over the country, and that's an issue here.

But I've got teachers in my school district making $80,000 a year, so nobody weeps if they have to work every fifth summer.

Dr. **Lyon**. Well, I would suggest, Mr. Greenwood, that if you were to--all things being equal, let's say you had summer programs. Doing more of the same thing is not going to get us where we need to go.

Mr. **Greenwood**. That's why I said they would have to spend some time learning how to teach reading.

Mr. **Clay**. Yes, sir.

Dr. **Snow**. Presumably the professional development that was enabling the teachers to do a good job during the summer would, if it was actually implemented effectively, eliminate the need for those summer programs because the kids would be learning to read during the school year.

The real point though, I think, is school years could be longer for everybody. And certainly professional development is not just a solution to problems of poor reading instruction for already badly trained or ill trained teachers. It's a solution for everybody.

Teaching is a life. It's a lifelong commitment, and it really does need lifelong support through professional development. MD's get it, faculty members at universities get it. It's ridiculous to think that you launch a teacher into a school to do the hardest job that you can do with four years of training, some of it not very good.

Chairman **Goodling**. Mr. Roemer.

Sorry, but I'm going to have to move--

Mr. **Roemer**. Thank you, Mr. Chairman.

I thought I was going to put you on the spot with a couple of tough questions, but I will not be able to compare to my friend from Pennsylvania's tough question to you.

First of all, I want to thank you again for your testimony. I think this is the most important hearing going on Capital Hill not just today, not just this week, but maybe all year. And I hope that we can continue to call you and use you as resources to get your knowledge and your input as we try to put legislation together to address this ongoing concern.

We have heard articulately from each one of you that learning starts not at three to six, but zero to nine. Zero to nine. We've heard that parental involvement and family involvement is key. We have heard that it's not just the children's fault when they can't read.

But we need to equip teachers with the adequate skills and training to be able to deal and teach effectively to those children.

Now here comes the tough question. If you had $2.75 billion dollars to spend on this problem, what would you spend it on? Dr. Snow said maybe we need to work more on vocabulary and other kinds of skills in Head Start. We've heard about professional development.

We've heard about research and development where we only spend $100 million a year. We've heard of Title I reform. Where are your two or three priorities? And let me start with Dr. Snow; and everybody should answer this, I would hope.

Dr. **Snow**. Certainly one major priority, if I were determining how that money would be spent, would be the expansion of Head Start. But also a professionalization viewing Head Start as an educational program and not primarily as a nutrition, health and community development program.

Head Start has done a very good job of the things that you can do without having educational professionals involved. It has not done such a good job of the things that require educational professionalism, namely really promoting children's development.

It's not a surprise. There are not teachers in most Head Start classrooms who know how to function optimally with three and four year old children. So let's make Head Start educationally appropriate to the age and the needs of the children it's serving.

Mr. **Roemer**. Dr. Gadsden.

Dr. **Gadsden**. Thank you.

Since I agree with Dr. Snow, I figured I'd just go next.

I believe that Head Start is a critical program, but I actually would invest money in Healthy Start because we are talking about people who are preparing to become parents and who are among the most disenfranchised.

And I would expand that focus to fathers as well as mothers and think critically about how we engage fathers in one meaningful experience with their children. I agree also with Dr. Snow that there is little to no professional development in Head Start.

And so greater emphasis on the professional development in Head Start and additional support where people really have training to help kids make the connections would be vital.

Mr. **Roemer**. Thank you.

Dr. Slavin.

Dr. **Slavin**. Well, it so happens I actually made a proposal like this to the Education Appropriations leadership a couple of weeks ago that focused on trying to have resources devoted to help schools with the start up cost for adopting effective models, building a larger set of effective and replicable models for schools to use, building up capacity for training of teachers and working with schools all over the country in models with good evidence of effectiveness, and building in some very rigorous third party evaluations so that we can find out what is effective, not just what people tell you is effective, but, something that really is independently derived and known to work.

And I think that applying that kind of idea to not only reading programs, but also to early childhood programs, to parent involvement or family support programs, to summer programs, to after school programs, to whatever it is that people are talking about.

I think we have to move to a time where we take evidence more seriously and then put money behind evidence, behind programs that have evidence of effectiveness and figure out how to disseminate them on a broad scale.

Chairman **Goodling**. Mr. Ballenger.

Mr. **Ballenger**. Thank you, Mr. Chairman.

I apologize to the people here that I was unable to attend the hearing for your testimony. But I was coming from a place down in North Carolina it was a business decision we made. We were trying to find workers. We knew we couldn't find workers that were welfare mothers unless we provided daycare.

So a group of us in the industry got together and set up a daycare center in the black community in my district. My grandson went there. The teachers were CETA employees, the bottom of the totem pole. And yet, this school, and I wouldn't classify it as just a pure daycare center because they taught them.

The taught my grandson to read and write. Not write necessarily, but they taught him to read and do numbers and things. We talk about all the money we spend on teachers' programs. But here were CETA employees teaching these kids to read.

Maybe the ability to teach is something that not everybody has, or maybe some people just have it because it's a natural thing for them. But the one thing we found out in this daycare center that we have is that they teach. In fact, it's been in operation now about 15 years. The high school in my hometown, Hickory High School, tells me that they can tell who the students are that went through this daycare center because when they go to grammar and high school, they're well prepared.

The only thing that really kind of worries me now, and my wife keeps bugging me about it, and Mr. Goodling and I have talked about this before, is Head Start coming along and destroying this daycare center because there is Federal money out there now and you don't have to worry about it anymore.

You can go get a federally funded baby sitter and you don't have to learn anything. Head Start's a wonderful thing to take care of your children for half a day or whatever it is.

I guess I'm being negative to some extent in the fact that I have found teachers from the bottom of the totem pole, who were CETA employees who were able to teach kids, my grandson being one, to have a good beginning education.

Do you find that we have become so complicated and so dedicated that the Federal Government is the only way to do these things? I mean, are we going to have Head Start and Smart Start and all these other Federal Programs? Maybe there is something better that's hidden in the background somewhere.

Yes, sir; Dr. Lyon.

Dr. **Lyon**. I would venture that the very good education that you saw in your Hickory kindergarten came about because someone luckily intuited what it was that kids need to know to be able to read and, in a powerful way, got that across.

That is the exception, not the rule. I don't want to make this overly complicated, but I would certainly add to Mr. Roemer's question about where you would put that money. Even though the NIH would love to have that money, I would put that money into the preparation--into changing how we prepare teachers beginning from zero--teachers of infants all the way up.

The reason being is I think one of the things that you're seeing as you watch youngsters being successful coming out of your Hickory kindergarten program is they would have been successful with anybody. We've got to be able to understand that there's probably 20 to 30 or more percent of kids that really do need informed instruction.

I'm not trying to make that complicated. We do know a lot about how reading develops. The difficulty comes--and all of the people on the panel have said this morning--in translating what it is we know in fact to teachers so that they can carry it out.

Teachers are probably one of the most dedicated professional groups in this country. They can only teach, however, what they've been taught. If we had a bolus of money, that money probably--and talk about getting into trouble; my congressional liaison will tell me this.

We have to begin to look at how colleges of education function, and how they conceptualize the content they give to teachers, and the experiences they give to teachers, and the accountability or the lack of accountability of these colleges.

Some money is going to have to be deployed to get everyone on the same page with respect to what we know about how kids learn from zero to whatever.

Chairman **Goodling**. We're hoping to do some of that in the reauthorization of the Higher Education Act where we should tell all the teacher training institutions to be aware we're snooping.

Dr. **Venezky**. Could I add just one small piece?

One of the most disturbing studies that I'm aware of on this topic of teacher capabilities is a study done in the last 1970's that came up with a measure of teacher effectiveness and looked at how teachers improved from year to year once they got out into the field.

The unfortunate result of the study was to demonstrate that most teachers--that is, the average teacher--peaked in effectiveness after somewhere between four and six years, dropped back in effectiveness some small amount, and leveled out until retirement.

Now, there's a continuing debate over whether teaching is a professional, a quasi-profession, a semi-profession or what. Clearly we can do better, but I don't want to leave all of you with the sense that we all sit here thinking we can just beat up on teachers all day and somehow say to them shape up gang, or get out, and assume that somehow that's going to fix the problem.,

The whole set of working conditions under which teachers work are abysmal. Teachers don't have access to telephones. They don't have secretaries. They don't have typewriters. They don't even usually have a space within a school to do all this curriculum development and assessment work that everybody thinks they ought to be doing.

And that's only the beginning of the problems in the profession. So it's not simply money---or a factor of pulling them out of school for intensive inservice and throw them back into schools as they're run.

From my perspective, studying ineffective schools over a great number of years, we have more problems with principals than we do with teachers. We have fewer principals out there who are academic leaders and who know anything about interacting with their staff to encourage personnel, to set reward structures, to know how to hire and fire, to monitor progress, to encourage teachers to monitor progress.

That's a bigger problem probably than teachers.

So while I agree fully with my colleagues here that we can do significantly better in both pre-service and in-service training; all by itself, that's not the answer.

Mr. **Ford**. If I'd have closed my eyes and you raised your voice, I would have thought--I mean, higher pitch--I would have thought it was my first grade teacher wife who was speaking.

Chairman **Goodling**. Mr. Fattah.

Mr. **Fattah**. I hear it all the time. Thank you, Mr. Chairman.

I really want to get at a number of things, but I want to start with the most important one, which is money. And since you've all done a great deal of research, I want to know whether there's any correlation between these issues of disproportionate failure among sets of children and these state public school finance systems.

So if you could just respond to that, each of you, whether there is a correlation or not, whether or not the districts in these states with the most at risk children are inversely receiving the least amount of dollars for the education of these children.

Dr. **Venezky**. Well first, the correlation is moderate, but not extremely high. But the correlation comes more from the fact that the communities where the parents are doing the best jobs preparing students are also the communities with the most money to put into schooling.

Mr. **Fattah**. Okay.

Dr. **Venezky**. However,--

Mr. **Fattah**. I need you to be brief because we only have five minutes and I've got to get through all of you.

Dr. **Venezky**. All right, let me also point out too there's a very nice study you can get from the National Center on Education Statistics that summarizes the funding of the 100 and the 500 largest school systems in the United States per capita, and they can also give you performance data on the students.

Mr. **Fattah**. Thank you.

Dr. **Lyon**. I would just quickly add that in those areas of lowest socio-economic wealth, there's an inverse relationship between that and the amount of intensity and quality of instruction that has to be provided.

Mr. **Fattah**. Thank you.

Dr. **Slavin**. Well, as you know, in general, high poverty schools receive a good deal less on average than do other schools and they have much greater needs. This is unique in the entire industrialized world. No other nation funds its schools using property tax in the way we do and producing such grotesque inequalities.

They tend to be unequal in the opposite direction, providing more to high poverty places than to low poverty places.

Mr. **Fattah**. Dr. Snow.

Dr. **Snow**. The lack of perfect correlation between student outcomes and per people funding has to do with the fact that large school systems tend to receive more in the way of bilingual education funding and special education funding which raises the per pupil expenditure.

But if you got those out of the picture, then clearly you'd have a much higher correlation between how much you spend on the kids and how much they learn.

Dr. **Gadsden**. I would think that even where there seems to be a high per pupil expenditure, for example, in our Philadelphia, the reality is that when you look school by school, those schools that are in the most impoverished areas have a significantly greater number of problems that they have to really address.

And so even if they're--even if those systems did get a high per pupil expenditure, the kids are bringing a number of problems that are more difficult for us to--

Mr. **Fattah**. I think this is important, because part of what we're hearing is that there's some thought that the Federal Government shouldn't be involved at all in education; that it's the State's responsibility.

These financing systems are set up at the state level. My colleague who has left, Congressman Greenwood, talked about teachers being paid $80,000 a year. Now, he's in a district right outside of Philadelphia. In that district, there's $60,000 more per classroom being spent than in a classroom in Philadelphia.

Over the 12 year life span of a child's education in Philadelphia, that adds up to almost three quarters of a million dollars more per classroom. When we talk about instructional equipment, books, computers, teaching assistants, class size, all of the issues that through research we know has an impact on how children might be able to perform is impacted by the lack of dollars available.

And so that when we start to talk about Federal intervention and ways to help at-risk children, particularly as we talk about raising literacy levels, I think it's important that we not miss the opportunity to have put on the record that these issues are important.

And as the Chairman goes forward in our various considerations about work, we'll take your comments under consideration. And I want to thank all of you for your testimony.

Chairman **Goodling**. Mr. Deal.

Mr. **Deal**. Like the Chairman, a husband of a school teacher, I appreciate Dr. Venezky's comments and his last remarks about the importance of not overlooking what teachers do.

As I talk to school teachers across my district and as I attended a public hearing that a subcommittee of this committee held in the State of Georgia and listened to educators at every level, some of the things you've touched on continue to be repeated.

But the one that was most prominent was the fact that the schools of the colleges of education have gone through periods of transformation, as have various facets of education. I think one of the great mistakes we made was letting architects design school buildings and gave us classrooms without walls.

We're having to spend millions to go back and build those walls back because you can't teach if you can't hear what's going on because of the class next door.

But the constant theme that we heard was that the issue of phonics mentioned here was omitted for a period of time and a different approach to teaching reading was implanted through the colleges of education.

To this panel of Ph.D's who deal with this subject and have come up with some very interesting information, I suppose my question would be how well have we been able to take the information that you have gleaned from your various studies and reports, etc., and make that a meaningful part of transforming the colleges of education as to how they teach teachers how to teach?

Dr. **Lyon**. Minimally.

Mr. Deal. How do we improve that?

Dr. Lyon. We, I think on this panel, are very comfortable with a common sense idea about how children learn to read. They need sound structure, they need phonics, they need to learn to read words quickly, they need to do that in a rich literature context.

All of that needs to be integrated. The polarization that you're talking about, is it phonics or Whole Language, is driven by philosophical and belief systems that are embodied in academic freedom in some ways, in the tenure process at the higher education levels.

When I am talking about what our teachers need preparation-wise, please let me be clear I think teachers do the hardest job in the world and do the best they can. My points this morning have been they have not been supported to do it well just in terms of what you're saying.

It's a common sense notion, albeit not an easy one, that kids need to learn a variety of skills to be able to get meaning off of the page. Teachers will--

Mr. Deal. I hate to interrupt, but I want to ask one very quick follow up question.

I think you've identified a linkage problem with schools of education. The second question I would ask is about the materials that are being purchased by way of books and other materials. How good of a job are we doing taking your research and your information, translate that into the materials that are being provided to classroom teachers?

Dr. Lyon. Poor.

Mr. Deal. We struck out on both scores of my questions here.

Dr. Venezky. But let me just qualify something.

The reading field, for reasons that I don't understand, has for 200 years been more susceptible to snake oil and to mythology and opinion than any of the other curricular areas. And as hard as we try, it is very difficult to change the fact that our professional organizations are not doing a particularly good job in bringing a more objective view to the schools on how to teach reading and how to build reading materials.

The main organization in the field of reading has attacked viciously the extremes of phonics, but has been a platform more for the extremes of Whole Language than ever been a force to moderate or bring balance.

Now, one hopes that will change with new administration in these organizations. But that's one of our failures.

Dr. Lyon. Mr. Deal, also let me say that a lot of this rests on what people feel is the nature of evidence. In other words, the snake oil is much a part of evidence for a lot of people as is the empirical, statistical test, if you will.

The NIH and the Office of Education are funding the National Academy of Sciences, and the National Research Council, of which Dr. Snow chairs a committee. The only request that the NIH had to that committee was that as you move through looking at all the reading research, let us know how one conceptualizes what constitutes evidence you can trust.

What is the nature of evidence? Is it descriptive? Is it anecdotal? Is it a case history? Is it objective? Or are there combinations? I think the snake oil issue continues to be present because people can look at these situations from a variety of lenses.

And the accountability for looking at it through some types of evidence just doesn't smack us hard enough in the face. It smacks the kids, but it doesn't smack us..

Dr. **Gadsden**. Before we move from this though, I just want to say something about the linkage again.

We've done a lot of talking and certainly I've worked with my friend, Dick Venezky, for five years really closely. I think researchers have a responsibility in this too. And we have talked a lot about practitioners. Bob Slavin certainly has a core of dedicated practitioner/researchers who work with him.

And I want to just move back to this old notion of research trickling down to practice. We really cannot have that paradigm any longer. As we think about what teachers need to do, then we really have to involve teachers in some of the research that we're doing.

And we have to involve them in critical ways because they will be the ambassadors of this work, not simply from researchers serving as gurus or guras of information.

Chairman **Goodling**. Congressman Kind.

Mr. **Kind**. Thank you, Mr. Chairman.

I, too, would like to express my appreciation of the panel's being here today and the devotion and the commitment you've shown on this very important subject matter.

But I'd also like to commend the Chairman and congratulate him for keeping the focus on what Mr. Roemer aptly describes as perhaps the most important hearing that we're going to have this year and perhaps in the whole 105th Congress, and probably the most important issue that we should be dealing with in this 105th Congress.

As a new member, I was just delighted to be sitting in my first State of the Union address and listening to the President of this country talk about making education his number one priority for the next four years.

I think he's right on the mark on that. When I go home in my district, it's probably the number one issue. When I'm talking to parents as I'm traveling around, it's about education and how we can improve the conditions for our children.

But I'd be interested in hearing any dissent that any of you might have in regards to the America READS Program. I think the President is pretty close to the mark in recognizing that the student's performance in school is directly proportional by how much interest is shown in that student's performance, especially from the support that he gets in family members, whether it's aunts or especially parents.

I remember growing up and learning to read and sitting night after night on the couch with my mother without the radio or TV on and just reading. And she'd be listening and correcting me. And that indicated to me at a very early age how important reading is and her commitment to it.

But also how much fun it can be to read and to learn. So I'd like to hear any comments you might have in regards to really the two portions of the program, the reading core which would involve volunteers, but also an army of students who are on work study to go in and start tutoring students and showing an interest in reading with them at a very early level.

But also, the parents as first teachers. I think that is so important that we figure out ways to empower the parents and the bring them up to a level and an appreciation to be involved in their children's lives. Because if we can get to that issue in particular, I think we're going to see a dramatic increase in the children's performance in our schools.

Dr. **Snow**. I think we probably all agree that more practice reading is a very important thing, that positive feelings around reading are very important things, and that's precisely what tutors and volunteers can provide.

The danger, of course, is that that program, a policy based largely on volunteers and on tutoring, could undermine the professionalization of the reading instruction that we've argued is not just necessary, but crucially important.

So in its place is a tremendously good idea and one that warms our hearts. If it undermined the recognition that people in classrooms teaching kids how to read need very directed instruction in how to do that, it would, of course, be a disaster.

Mr. **Kind**. I'd just like to respond. And again, based on personal experience, just having someone sitting there next to me and looking over my shoulder and just hearing how I'm reading again showed a level of commitment that made me appreciate what I was doing and how important it was.

So the idea of bringing students in and showing an interest in these kids' lives doesn't seem to be all that off the mark.

Dr. **Lyon**. Well, it's not. And it's a noble idea. But I think Dr. Snow puts it eloquently. For those children who are going to get these skills fairly much on their own_not saying that you might have, but you probably came a bit easier to reading than some kids_obviously expanding the reading session with this kind of situation is good.

I'd have to applaud Carol Rasco at America READS for being very open, for calling NIH, for asking for a presentation of the research or those things that we know about with respect to reading because I think her point of view is that well, if these kids haven't been learning to read in situations that are even more formal classrooms, how in the world will being read to going to take care of that problem?

No doubt, being read to by students or whatever is going to, I think, develop to some degree vocabulary, possibly. It will help the kids develop an interest in literacy activities. But I think as Dr. Snow says, there are specific conditions that have to be in place in order to teach reading.

And if we expect a program that does that through just general exposure, we're going to be disappointed. I would argue that if America READS is going to be robust and powerful, those tutors must have some understanding of what it takes to learn how to read.

And while they're spending the time reading, to try to bring some direct attention to these skills we've talked about all morning.

Dr. **Gadsden**. I don't have a dissent, but I have a word of caution. And the caution goes back again to the training. Another is that we have to really think about what role volunteer tutoring will serve as a complement to what happens in kids' classrooms or is it just going to be an enormously strong community support mechanism.

We've had issues and questions about volunteer tutoring for a long time. And certainly in adult literacy this has been an issue where we have numbers of people who volunteer, but we are not always sure what they teach.

And so this is not to say that we cannot do--or that we should not do it. In fact, we should do it. But we really need to go about this in a methodical and systematic way and think very deeply about what it is we want tutors to be able to do and what resources we're going to put into supporting them.

Dr. **Venezky**. As I understand--

Chairman **Goodling**. I've been calling on Members, as you may have noticed, as you came in the first time. I'm also beginning to cut you folks a little shorter because I always worry about a second panel. And I'll be looking around to see who's here with me at the second panel.

Mr. Schaffer.

Mr. **Schaffer**. Well, thank you, Mr. Chairman.

I have a couple comments. I wanted to find out if anybody here is familiar with the term to comment on it. I have discovered this Eddie Hersch character. I read lots of his books. He sort of radicalized me on education and I have been familiar with his work for a number of years.

He talks about two key philosophies that have an awful lot to do with learning. One is this term naturalism. Let me see if I can--he caught me before I was ready. Naturalism, which is this theory and philosophy that children are natural learners and that that natural curiosity needs to be harnessed and managed in a way that allows children to flourish.

And the other is formalism. That really focuses on the content of what children learn and so on. And he suggests that both of these philosophies are half truths, as he says, because many people in education seem to gravitate toward one or the other.

And the fallacy is that they both need to be used together. But his criticism is more directed at teachers' colleges throughout the country that seem to push future teachers in one direction or the other.

And I would like, if any of you are familiar with these terms and these theories, to comment on Hersch's assessment of this philosophy as it's played out in our teachers' colleges and how it applies to today's topic of teaching children to read.

Dr. **Snow**. Yes. Well, naturalism is another term, of course, for Whole Language. And I'm a child developmentalist. I am a naturalist. The problem with alphabetic literacy is that it's not a natural system. It's a system that got discovered once in the history of mankind.

And so it's not like language. We're not going to just discover it. It doesn't flourish. For many kids it has to be taught. Being a naturalist is associated with being a romantic. It's associated with being nice to people.

It's associated with all kinds of positive human traits. And thus, it does have some power in face to face confrontations and in faculty meetings and so forth. Being a formalist involves being tough as nails, telling kids they've got to do things they don't really want to do, telling teachers they've got to learn things they don't necessarily understand why they need to learn.

So it's not so popular a position, but it's the position that needs to be made palatable.

Dr. **Lyon**. You know, I think with respect to reading, just the dichotomy that you brought up with respect to how we disentangle these kinds of things that probably have a middle to them is beyond me.

How in the world are we preparing people to take these polar opposites when clearly we can look at reading and see, as Dr. Snow says, that if reading is so natural and everybody comes by it at their own pace, why are there so many illiterate cultures and why is there illiteracy in literate cultures?

It is not a natural act. But your question resonates with me because I am still confused about why these philosophies in fact are disentangled or are not amalgamated to look at the entire spectrum of issues we need to be dealing with.

Mr. **Schaffer**. I want to beat the red light here.

I believe that we place too much emphasis in America on the naturalism philosophy and don't focus enough on the content. And I think you're correct. There needs to be some meeting in the middle, and that's not to the exclusion of naturalism.

I think that's a fine philosophy. But am I correct in that assessment that we seem to be more to--

Dr. **Lyon**. Yes, yes. And it relates to Mr. Deal's questions. Despite the evidence that we have that phonics are critical and necessary but not sufficient skill that has to be learned, we still find the majority of teachers being taught that it is not a necessary skill or that it can be learned more naturally than some kids can learn it.

In fact, if one talks about the necessity of phonics in many states, there's a term for that now. They're called by the naturalists phonicators. So there's this derision that's given over to a critical skill--critical, necessary, but not sufficient. But at some point, you've got to be a little bit hard nosed when kids lives are at stake.

Kids who don't read don't expire because of the lousy reading. I think the lack of accountability frankly comes from people not really seeing that figuratively, kids do expire if you watch them grow up long enough. The issue is, is that if you expect kids to naturally learn things, how do they wrap this_what do they wrap the naturalness around?

They have to have content. I mean, strategies in learning about how to know to me is not very efficient unless it wraps around a body of content that frankly differs according to its structure and its properties and all this kind of stuff.

I go back to the question, Mr. Schaffer, how in the world have we allowed teachers, fine professionals, to be prepared in what in essence are these non-common sense ways.

Mr. **Ford**. I would encourage Dr. Slavin and Dr. Venesky to be a little more forceful so that you get your opportunities.

Chairman **Goodling**. Mr. Payne.

Mr. **Payne**. Thank you.

It's a very interesting subject and it's too bad we have to limit the time because it's an area that I've had a lot of interest in. And it's good to see Tom Sawyer here who had the National Literacy Act, of course, primarily dealing with adult literacy; but I think they are certainly correlated.

And also, for the last nine years, I've had a literacy workshop at the Congressional Black Caucus' Annual Legislative Conference where literacy -- it's not a very sexy thing when you talk about adult literacy. You know, no one really wants to talk about literacy.

You don't draw large numbers of people. But it's so critical and important, and there is a correlation too I think between the adult literacy and the fact that children can't read. We've seen from some Carnegie studies that the critical years are now zero to three.

I mean, they're knocking it down from zero to nine. They're saying if you don't get it by your third year, you're in trouble. And so this whole question--and of course, Jonathan Kozol, who we had here a number of times before, really all of the things that you're talking about, he just continually hammers home and the country should thank Jonathan Kozol.

I wish people would listen more because we should have full funding for Head Start, which we don't. We are not preparing our schools. We put a five billion dollar, five year request for the budget to be matched at a 3:1 basis to try to repair the $100 billion dollars we need to repair schools in this country.

Of course, the majority said that we should not be fooling around with schools, so that's a local issue. Hundred billion dollars. So we're going to have this gap between what needs to be done and what we can do. And we're going to have actually a larger number of people with welfare reform going in with this question.

What no one's talked about is the question of kids who have to go to multiple schools. And I tell you, since we had a couple of personal--Ms. McCarthy and Mr. Norwood, my own personal story is that the difficulty of people having to go to a number of schools early in life is traumatic.

I think it's just as bad as coming into a school not understanding the language. Unfortunately, I went to four different public schools before I was in the fourth grade. And when you go from one public school system to another, there is nothing similar about what's happening in one school--and one was in a different town.

And I remember even being in a school where they were doing cursive writing and the school I came from was still doing block printing. Now, when you get into a system where you can't read anything off the board, it's just like a foreign language. And so the question is that--which, of course, in the old days, you know, we were very poor.

We had to move a lot. And actually, my mother passed when I was very young, so I had to live with different relatives during my first formative years of education, so I can really relate to homeless children or children that have to be in a different school.

I wonder just the--what can be done to sort of regularize--for example, one school would be having multiplication and the other school I came from was only on subtraction. They were doing long division at one place. We were on short division. I became a teacher. That was my other life before I came to Congress.

But what do you suggest can be done so that there could be a regularized--at least somewhat on the same wavelength throughout different school districts?

Dr. **Venezky**. That's a real dangerous area to get into. Some city school systems like Baltimore try to adopt a single textbook with the argument that most families are moving around within the city. Every time the rent is due, you move. So you typically move from relative to relative, friend to friend.

I think what you would hear from this panel more than anything else is you train teachers to be better diagnosticians, to recognize better what children's needs are, then you don't have to worry about whether a child has had X or Y in a different place. Every child is looked at anew every year.

Beyond that, I certainly don't want to sit here and advocate that we have a national agenda, a national teaching sequence that everybody in September teach the T sound and then short A in early October, long A in late October.

I don't think we can do that. But if we can improve the diagnostic capabilities and the teaching capabilities of teachers, this would not be such a big issue.

Chairman **Goodling**. Mr. Riggs.

Mr. **Riggs**. Thank you, Mr. Chairman.

I also want to thank the witnesses for their testimony. I've had an opportunity to visit with Dr. Lyon and am very impressed by the longitudinal research that NIH has done on literacy and reading skills development.

I have to tell you that when we got together to talk about putting together a literacy proposal, I was somewhat skeptical that we ought to initiate congressional action. I'm skeptical that we can or should be addressing this problem here in Washington.

And I'd like to know really at the outset how we know there is a literacy problem or a reading problem in America today? Are all five of you suggesting that we ought to act on the basis of the most recent testing results, or is there other objective or empirical evidence that suggests that we truly have a literacy problem in America today?

Dr. **Lyon**. Well, I'll take the first stab at it because from the NIH work that we've talked about, the individual assessment of those 10,000 children tell us over time that they, if not seen early enough, continue to have problems.

Now what is a problem? The common sense of it is that if you're going to read and do it well, you need to be able to learn from what you read. So if someone says to me what does a kid have to do to be able to read, we know some of those factors that go into that.

But why do children read? They read to learn and they read to enjoy it. And if you just take those two factors, regardless of any test score you may use, whether it's NAEP data or things that Dr. Venesky can talk about at length, there are substantial numbers of children that cannot read well enough to learn across this country and every state we have a site.

And a lot of them that might in fact read well enough to learn don't because they don't enjoy it. Why, it's still too laborious, too hard.

Mr. **Riggs**. We're moving the lights right along here I guess to get to the next panel. But let me ask you really I guess sort of the critical question, and let me address one other skepticism, and that is whether volunteer tutors can succeed where paid teachers, paid professionals, perhaps have failed.

Let me ask. Let's just assume that we move legislation--bipartisan legislation through the Congress, it's signed into law by the President. It meets the requirement of the budget negotiators that we spend X hundred of millions of dollars more on literacy, or again, reading as a ``protected domestic priority" within the context of the bipartisan agreement to balance the budget.

What should we do in the area of assessment and evaluation? How will we know that this hundreds of millions of dollars more of Federal taxpayer money will be well spent and will give us the results that we're seeking?

Dr. **Venezky**. I think the first thing you have to do is make sure you're clear on why you're spending the money. That is, if you honestly believe that this small amount of money with volunteer tutors and some home visitations is going to dramatically raise the reading performance by itself of minority poor children, than I think we're in trouble from the beginning.

I think first you have to understand that these kinds of programs are only going to be effective if coupled with other steps forward in fostering home language, cognitive development, teacher assessment, teacher training, and better materials and methods.

As for tutoring, for example, as I mentioned earlier in this hearing, the two most important things that I would look for are first, are we changing attitudes about reading? And we know something about measuring those.

And secondly, are we bringing communities, parents, professionals and others together to work together to foster both home performance and school performance? And that's a little fuzzier thing to evaluate, but I think we have some ideas of being able to tell whether we're achieving that or not.

Mr. **Riggs**. I'm sorry, but Mr. Chairman, allow me to ask one other question because, I mean, we could talk around this ad nauseam. But let me just cut right to the chase.

We spend all this money. Should we require that those local school districts that receive the money, assuming that we drive most of the money down into the primary and secondary schools, administer some type, some form of a national reading test?

Chairman **Goodling**. Boy, that brought them all to the microphone.

(Laughter.)

Mr. **Riggs**. Because as you'll acknowledge, not all states participate in the NAEP. The NAEP gives us a random sampling. It doesn't give us individual student testing results.

Dr. **Slavin**. I think that they're two separate issues. I think that there are arguments for and against national tests, and I think America READS is a--you know, has a life of its own that should be debated on its own merits.

And I think that--but I will say that I agree with the sentiment behind your question that if we're going to be asked to have substantial new expenditures on programs that are intended to bring children to higher levels of reading performance, we'd better damn well have very rigorous assessments to know whether they in fact have done so.

And if we, in advance, do not believe that this expenditure will result in higher reading achievement, then we shouldn't do it. I do not think personally that it's worthwhile to have substantial investment in programs that are only supposed to make people feel better about reading.

We have a major crisis here that needs to be addressed much more squarely than that. And the idea that we would have, you know, some volunteer tutors working with kids just solely so that, you know, everybody can feel better about it I think is irresponsible.

Now as a part of a broader approach, fine. But particularly when the idea that we would invest substantial resources into the training and supervision of volunteer tutors, and it's a requirement to have them--any chance at all of them being effective, and not put substantial resources into the training and supervision of teachers who are with the kids for six hours every day for many, many years to me is craziness.

Dr. **Venezky**. Let me break this lovely harmony up here and disagree with my colleague go my left.

For the first place, the intention of tutoring is not to make people feel better. The intention, among other things, is to create a more positive attitude towards reading. And we all know that attitude is very important.

Dr. **Lyon** spoke earlier about lots of kids who in fact perhaps could read better, but in fact didn't want to read, who had negative attitudes towards reading. So added to it is one of the factors that leads to better reading performance.

The argument more is what is the broader kind of offensive that we have to do in order to ensure over time that we can raise reading scores? We can run in with money thinking we have the magic solution and throw it all into one gimmick and hope that it works.

Or, we can continue with the best of what we're already doing; to do research, to translate it to practice, to try to improve teacher training, to try to involve communities in reading and raise attitudes, reach parents through a variety of ways.

In the same way that you all run your campaigns knowing the magic number five or eight or ten reaches to every person of your name or some part of your program, we have the same attitude about reading; that we need to reach parents, schools and teachers through a variety of channels.

They need to hear over and over that the community cares, the country cares, the state cares about how well they teach reading. So that's my homily for the morning.

Chairman **Goodling**. Mr. Ford.

Mr. **Ford**. Thank you, Mr. Chairman.

I appreciate the panel for coming. I also apologize for not being present for much of your testimony--or all of your testimony. And I said to Dr. Gadsden I'm a graduate of the University of Pennsylvania, however I represent Memphis. And I heard Dr. Slavin mention University of Memphis's contributions to some of his studies.

But I think that what we've seen and heard and what I've heard over the last hour has been very interesting. I said to my esteemed colleague from California whom I have the greatest respect for--and I must say he's a more than adequate basketball player on the court, Mr. Chairman, and he certainly has a great wife.

We spent time together in New York at a hearing.

But I think his question speaks volumes about the disconnect that we have here in this Congress. I think that you all have come and provided some testimony for all of us not only on this committee, but I hope that all of Congress and really all public policy makers.get an opportunity here which you've talked about.

But all that you've said won't be heard by one side of this committee, and we ought to be frank about it. There seems to be a constipation in the mind on the part of many of my colleagues, particularly those to my right, with regard to teachers and teachers' unions.

If you listen to some of the questions and the tone and the content of many of the questions, there's an underlying motivation and an underlying concern and there's a frustration on their part that when you talk about teaching and you talk about funding and you talk about professional development, as many of you have--and Dr. Snow, you so eloquently responded to my distinguished colleague from North Carolina in asking teachers to work for free every five years.

Dr. Gadsden, you made the same point.

We want to ask the same folks if they want to provide capital gains relief, which I want to as well to work for free. I say to my Republican colleagues that if you're serious about addressing these issues, and even to my Democratic colleagues--and I think Mr. Sawyer has provided tremendous leadership over the years.

And as a new member, I certainly appreciate what you've done, Mr. Sawyer.

But I say to my Republican colleagues let us listen to the testimony--Mr. Chairman, I'll be finished in 30 seconds--let us listen to the testimony of these panelists. They've come at a great expense to talk about these issues. They've presented and corroborated with research, with--

Chairman **Goodling**. I would ask the gentleman please ask questions. I didn't hear anything from this side of the aisle that took away anything they had to offer. In fact, we have sat here--

Mr. **Ford**. Mr. Chairman,--

Chairman **Goodling**. We have sat here, as a matter of fact, two and a half hours listening intently to what they have had to say. So let's concentrate on what it is we can do to help American children read.

Mr. **Ford**. Mr. Chairman, I've got great respect for you too, sir. You all may have the majority, but you can't tell me what I can do in terms of asking a question or making a comment, sir.

My only comment--and I say to the Republicans and Democrats, I hope we've heard what these panelists have said. I appreciate what they've said. I will not ask another question because really you've answered all the questions that I might have.

I would urge you to continue doing the research you're doing.

Dr. **Slavin**. I'd love to get with you after this hearing to talk about your design models on how I might play a role and even working with some of my colleagues on the other side.

But I would hope that all of us, Mr. Chairman, have listened closely and intently. But not only listened today, but take what they've talked about and practice it here in the Congress as we talk about our children, talk about tomorrow's marketplace; but more importantly, talk about preparing a workforce for the 21st century.

Again, I thank the panelists.

Chairman **Goodling**. And your closing statement was the way the entire statement should have been. All of us should be listening carefully to what it is they are saying and to see whether we can't come together and help the President as he tries to lead the American people into thinking more about the inability of many children to read and the repercussions of that inability in relationship to a better life for them and a better life for everybody.

So I would hope that we could do a literacy program in a bipartisan effort as we did a special education program.

Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman. And thanks for the chance to take part in this hearing.

There are so many topics that have been raised and so many that we could carry further. One that we have talked about really is encapsulated for me in the story that all of us have encountered in one way or another when we fly from one place to another. When you sit down on the airplane, as part of the litany with the flight attendants' offers, they stand there and they say that in the unlikely event of an emergency, will those people who are adults--or adults should take care of themselves and then fix their oxygen mask before turning to the child next to them.

It is so counter intuitive, and yet it makes all the sense in the world. We have talked here today a great deal not only about the schooling years, but zero to three, four and five, the importance of tutoring programs. Do you believe that there is a role for reaching parents in a systematic way to enable them with specific strategies and tactics, nothing complicated, but that would enrich the language environment in which children begin to learn?

Is there a role for that in broad based tutorial programs? And how would you advise us to try to structure the work that we do to make that happen effectively?

Dr. **Gadsden**. I think that there is an enormous role for parents to play. Of course, that's pretty self serving in my case. But we have evidence from several programs and several research studies that parents play an important role. And my own work in family cultures, parents are very clear about the ideas that they attach to children's literacy development.

We have evidence that if we work intensively to parents over time, in cases of Head Start in particular, that the quantity and quality of materials within the home often changes. The verbal interactions between children and parents change.

That systematic approaches to helping to providing additional help--Dr. Snow's colleague, Victoria Purcell Gates, has worked with Appalachian--our kids from the Appalachia and has found that consistent help over time does make a difference.

Now the--I heard Mr. Kind say earlier that his mother--he sat next to his mother and his mother tutored him. And of course, some parents already know what those strategies are. They do it as just a function of their own knowledge about reading.

For many other parents, we really have to provide direct instruction not of the sort that we provided to their kids, but we have to provide them with ways of thinking about serving their kids and supporting their kids without becoming teachers in the traditional sense.

Mr. **Sawyer**. The Chairman's Even Start Program was an attempt to begin with specific populations to build that kind of practice. Are there ways--is it useful to broaden that to a much larger population and to make use of some of the programs that are being proposed now to do that?

Dr. **Snow**. Well, certainly the extension of Head Start downwards to newborns is another attempt to do that. And I think like Head Start, a tremendously promising attempt which will be difficult to see the effects of because it will be a different program in each of the many sites where it is being implemented.

It's easier to give people money than to tell people what to do with the money, and that's perhaps partly a lack of will because we don't believe the research findings. We now have the research findings that constitute the basis for saying this is what good, stimulating parent/child interaction looks like.

We need as well to engage in the social marketing to convince parents that what they know is what they children need to know. We don't need to chance everything they're doing with their children. And we need to convince them that they are resources of knowledge, language and expertise for their kids.

Dr. **Gadsden**. Can I say one more thing?

Many, many programs have been developed, and many of them have titles such as Parents and Children or Families. And we then give them a little bit--a very small amount of money to do literacy. And they don't have the personnel there. They don't have people who are prepared to do the work.

And so when we have visited programs--we did a study with Scott Harris at the University of Michigan. We visited many, many programs around the country. And the thing that was most striking to me was how committed the people were to doing something around literacy and how incredibly small the knowledge base was about what to do.

And so if there's a commitment to doing it, it has to be a commitment around really investing in the resources, as we have said many times here today, to prepare people around literacy.

Chairman **Goodling**. May I indicate that I appreciate all of you coming with your testimony. We have a big job to do, and certainly you've given us a lot of good information that we can put together as we try to produce a program that will be effective.

The three gentleman on the wall behind there and all of my colleagues know that I sat here for 20 years and kept saying over and over and over again when are we going to talk about quality. The only thing we ever talked about was access, and the only thing we talked about is if we only had more money for more access.

And then I'd say access to what? And finally, Stenny Howyer, because his mother, or his wife, I think, was in the programs dealing with Federal funds in one of the local counties, started picking up the same theme saying, you know, do we have people in Head Start who really understand early childhood.

At $10,000, maybe even $100,000, there weren't that many. But we couldn't seem to get over the hurdle. Chapter 1--and I'm as guilty as anybody because as a superintendent, I didn't know what to do with Chapter 1 money at the time. It always came in October or November.

School had already begun. And so we were pumping it all into middle school and high school. And again, no one trained to deal with remedial reading programs for ten, 12, 14, 18 year olds. And I finally said, you know, do we have any early childhood people? Can we go out and deal with parents and preschool children and see whether we can make a difference.

And of course, Even Start came from that. But what I'd like you to do is, in writing, if you would send to me what you see as the strength and the weaknesses of the Administration's America READS Program. The President and I have had a long discussion on the issue.

I've met on numerous occasions with the Assistant Secretary who is carrying the ball. I emphasize that some of the weaknesses that I thought I saw were the lack of emphasis on helping the teacher. My whole argument was if you're going to demand higher standards, then certainly it's unfair to the teacher not to help prepare them to meet those higher standards.

I saw a lack of emphasis, I thought, which was a weakness, on intergenerational efforts. Because many of you mentioned that, and I think it's very important. I didn't think there was too much thought given to the whole idea of volunteers: training of volunteers, preparation of volunteers, coordination of what the volunteer does with the school system.

All of these things seem to be very loose and they're all things that we're going to have to try to tie together. And I too have some concerns about the amount of spending when you talk about the testing because we know we have a problem, and where do we put the limited resources we have?

So if you would respond in writing to me telling me what you see as strengths and weaknesses, I would certainly appreciate it because we have a big job to do.

And as you can understand, on this committee I have every extreme philosophically and in every other way. And trying to pull all them together is not the easiest thing to do. And I have just as much trouble from my side as I have on this side. And so you can help us if you give us some good insight from your research.

And I apologize to the second panel. We'll run and vote and somebody can grab a hot dog and hopefully we can get back and maybe you can run downstairs and grab something very quickly. And we'll continue then.

[Recess.]

Chairman **Goodling**. I would ask the second panel to come to the table, please.

Again, I apologize to the second panel. I tell the staffs all the time don't schedule two panels; it's unfair to the second panel. Everybody gets on to the Floor and they get back into other committees, and the second panel waits.

So we're very happy that you waited. And I had a hot dog. I hope you got something to hold you over.

On panel two, we have Ms. Janet Nicholas, a Member of California's Board of Education, Sonoma, California. We have Ms. Barbara Ruggles.

Did I pronounce that correctly?

Ms. **Ruggles**. Correct.

Chairman **Goodling**. Good. A teacher, Frankfort, Illinois.

We have Ms. Margaret Doughty, Executive Director, Houston Read Commission, Houston, Texas.

And if you will begin your testimony, and hopefully we will have Members coming in.

Ms. Nicholas, if you would begin.

STATEMENT OF JANET NICHOLAS, MEMBER, CALIFORNIA BOARD OF EDUCATION, SONOMA, CALIFORNIA

Ms. **Nicholas**. Thank you very much, Mr. Chairman. I'll try and be very brief and summarize much of what I presented to your staff.

I was very impressed, I must say, by the morning's testimony and by the depth of understanding of the Chairman and the committee of the dilemma we find ourselves in. In my state in 1987, we officially adopted Whole Language as state policy and eliminated the residual remains of phonics instruction in our curriculum.

Contrary to all the evidence you heard this morning, all scientific evidence, the Whole Language philosophy holds that a skills based teaching approach, one which emphasizes phonics, spelling and grammar, alienates children from books and reading.

The advocates purported in my state and before my state board that children learn to read as they learn to speak, and you heard some previous discussion of that, naturally by some unusual sense of immersion. Unfortunately, for my state's children, the unsubstantiated claims and enthusiastic visions of Whole Language idealogues proved to be disastrous when applied to real children.

By 1994, it was clear California was in a reading crisis of epidemic proportions. And why do I say epidemic proportion? The NAEP was really the confirming nail on the coffin. Fifty-nine percent of the children in my state cannot read at a basic level.

And that holds true for every sub group identified by NAEP, whether their parents are college graduates or whether they're of any particular racial group. The statistics and reams of numbers you can read do not begin to reveal the real personal tragedies for the hundreds of thousands of kids and their parents who are victims of California's experiment with Whole Language.

Far too many kids who were never taught to read in elementary school now continue to struggle with the written word in middle school, and they are unable to read the most basic of grade level materials.

How did California get in this mess? I just want to highlight a couple of points because I hope none of you will ever go there. Not to California, but this particular--

Chairman **Goodling**. Please don't tell us it was the Federal Government that put you there.

Ms. **Nicholas**. No, you didn't. It's not even your fault. I wish I could blame you all.

While the research on reading is and was incontrovertible, the education community in my state, as an institution, did not always operate on the bases of evidence and research findings. The culture that existed in California was philosophically biased to a holistic and natural approach to learning.

Therefore, anecdotal evidence and testimonials by proponents were substituted for scientific findings. Backed by a system which valued the good intentions of proponents more than reliable research, California's educational establishment embraced Whole Language with a vengeance.

The bottom line was, in 1995, the situation became so out of control that our state legislature unanimously stepped forward--I underline unanimously; it's very unusual in my state--that unanimously stepped forward indicating that fundamental skills would be added back to the subject matters including phonics and other basic reading skills.

We've struggled since that time to try and change direction moving to research based teaching. In May of '96, my board adopted a reading program advisory. It was signed on to by our state superintendent and our Teacher Credentialing people.

We sent out alerts to local districts explaining that they needed to have a detailed, explicit, systematic phonics instruction as part of a comprehensive and balanced reading program. In addition, in that June, the governor and the legislature allocated $200 million dollars for a statewide early reading initiative.

There are details provided of what that involved. It involved all the things you heard the previous panel talk about. And that investment was combined with a one billion dollar investment to reduce class size in the primary grades to 20:1.

I wish I could tell you all was wonderful. It is not. It's unfortunately now clear we have a long and difficult road ahead even with enormous financial resources committed to the project.

I want to just concluded by telling you what we see--or I see as the role of the Federal Government. We want to thank you for supporting the numbers of very important research projects you have supported so that we all can better understand the teaching and learning of reading.

People like Reid Lyon and others have just been invaluable to educating people like myself and teachers in my state. We think it's vitally important to ensure that educational policy and reading and other fundamental skills are based on reliable research, not the latest fad.

But while the Federal Government has made excellent investments in reading research, it's failed to take the critical next step. It's failed to insist that the results of your research are reflected in the billions and billions of dollars that you spend annually in your allocations to Title I, special ed., bilingual, and Head Start.

As a result, I would respectfully suggest that countless disadvantaged children have been cheated of what they need most to success in life, and that's academic proficiency.

So my plea to you in conclusion is we do not need another new, untested reform, restructuring, innovation, or anything else. What we really desperately need is rigorous results-based Federal research in education to evaluate and identify how to improve student performance in core academic subjects.

We need solid evidence of tools that work and work consistently. And we need the Congress to adopt policies and protocols that focus Federal education dollars on validated, research-based instructional practices.

Lastly, I would just say in California we really learned, sadly, at the expense of a generation of kids, that fads, no matter how well intended, don't work and are a great harm to children. Unless the Federal Government and all of the states very firmly and publicly commit themselves to shift from a mode where educational policy is determined by popularity to one in which it's backed by solid research, I fear that we'll really have learned very little from my state's very tragic experience with Whole Language.

I thank you.

See Appendix H for the written statement of Ms. Nicholas

Chairman **Goodling**. Thank you.

Ms. Ruggles.

STATEMENT OF BARBARA RUGGLES, TEACHER, FRANKFORT, ILLINOIS

Ms. **Ruggles**. Thank you, Mr. Chairman, for inviting me, and Members of the committee.

I appreciate that you invited a teacher, and I wish this whole room were filled with teachers because what you're talking about is what I do every day. And I will tell you that the information does not get to us. It's stuck somewhere, and we haven't gotten the information.

The children that have come to me, whether they've had Head Start, preschool, whether they're from a single parent family, whether they're from poverty, I still have the responsibility to teach these children to read; and therefore, I need the most effective and efficient programs so that I can do this.

And let me tell you that when teachers are successful, the morale of the staff just soars. And therefore, they're anxious to learn more and more. And when they are unsuccessful and blamed for things when they haven't been given the resources or haven't been taught, it causes problems.

I have been a classroom teacher for 30 years in Park Forest Chicago Heights. For a lot of my children, I feel that public school is their only ticket to getting a good job and becoming a productive citizen.

I have spent 18 years in a first, second and third grade room; three and a half years in kindergarten; three and a half years in third grade; and the last five years in a kindergarten, first, second grade classroom.

I want you to know this because I want you to know that I've taught prereading, reading readiness, reading, and I've taught third graders that can't read. I am very troubled by our reading scores. And I have four issues that I want to quickly address today.

One is decoding instruction. The second one is grouping for decoding instruction. The third is staff development and the teacher preparedness. And the fourth is where is the research? Why isn't it getting to the people who are in the classrooms?

Comprehension. Comprehension is why we read. Just like Reid Lyon said, we read to enjoy, we read to learn. But how do we get children to be independent readers who can comprehend? The critical component is they have to learn to decode.

They have to learn to decode explicitly which means if I want you to learn the sound for S, I want to teach you ``ssss". I'm not going to give you a bunch of words and then have you try to guess what the sound is. I'm going to be very explicit about what I expect.

And it has to be systematic. There has to be a logical method for what I am doing that what I am doing today is easier than what I will do tomorrow, it will be more difficult. That what I'm doing today is based on what I did yesterday and will continue on.

It's very systematic. There's a plan to it. If I have children that don't know letters and don't know sounds, then I need to pull those children over and teach them the letters and the sounds. If I have a group over here that knows it, certainly I'm not going to bore them by spending the whole class working on letters and sounds.

I can work with those children on putting the sounds together to blend and make words. If I have children who are already reading fluently, then I can certainly give them wonderful things to read. So grouping for instruction at the kindergarten or first grade, especially first grade level, is absolutely critical.

And you know how grouping has been out. But grouping for this instruction until the children can move on to the next step is absolutely critical. And it's critical to the children who need the skills, and it's critical to those children who don't have it not to be in that group and to be bored with it.

So that's critical. Children need to know that the letters and sounds are connected; that when you put them together and blend them, they make words. When you turn them around, they make different words. And then the critical component that is very often left out after we teach this is we're going to use these words in connected text and practice these words in sentences and stories.

Now at the beginning first grade level, this might be silly sentences. But still, it's using what we have learned. And it's absolutely critical. We can't expect children to make the connection. We have to walk over that bridge with a guided practice.

And this is what we worked on today, and now we're going to take these words and blend these letters and make these words and put them into sentences, and we're going to read them. We're going to read what we worked on today.

We're going to make the connection for them. Then the children will eventually develop automatically, which is the way you become a fluent reader.

Now, am I going to find any systematic, explicit phonics instruction in the teacher's guide? No.

Am I going to find it in a college class?

Probably not.

Am I going to get it in staff development? I've had 30 years of staff development and I'm still waiting for some staff development to teach people how to decode, how to learn how to sound out words.

No, I'm not going to learn it that way.

So it becomes my responsibility to try to dig out this research. This should be the responsibility of publishers, of universities to get this to their teachers. I open up the teacher's guide. What's it going to say? It's going to say how the child went to the end of the sentence and used context.

I will give you some dismal data on context. If it is a functional word like this, that, the, what, you have a 40% chance of getting that word correct through context. If it is a content word, which is a word that holds the meaning for what you're learning about, you have a ten percent chance of getting that from context.

Ten percent. It doesn't work. What you have to rely on are the letters and sounds. Children must learn to decode. They must learn it. Another piece of dismal data is that there is a .88 correlation between a child who is reading poorly in first grade that that child also will be reading poorly in the lowest quartile in fourth grade.

Therefore, we have to do this at first grade. Our first grade teachers have to be so knowledgeable in how to teach decoding. It's a critical component.

Another thing that our teacher's guides might say is have the whole group reading together. Now this is a good activity, to read together. If you hear the pronunciation of the words, you hear the rhythm of the language, you hear our expression can bring it to life, and it has value.

But don't think for a minute that it's going to teach a child how to become an independent reader, how to decode those words. Because at the end of everybody in the class reading Little Red Hen together, the teacher doesn't know who knew those words, who could sound them out, who looked at the pictures and who guessed.

So it's an activity that does have merit, yes; but it is not instructional decoding for children that teaches them to become fluent, independent readers.

Dr. Becky Hamilton from the University of Pittsburgh illustrates this perfectly. She's one of the authors of Questioning The Author. And the AFT is working with her on developing a teaching beginning reading program. She's also a pianist, and she says I can play a Chopin piece for you.

In fact, I'll play it a second and third time, and I'll give you the score to follow along. And then when I'm done playing, I will hand you a picture of Chopin and show you and tell you about his life. And we can write about his life, and we can illustrate his life.

And then, I'm going to ask you to go play Chopin. And it illustrates the whole point of yes, all these activities have merit; but they're not for piano instruction. Reading together has merit, but it's not for decoding instruction. And if our first graders don't get decoding instruction, they aren't going to learn to read.

Whole Language brought in good stories and it brought in an emphasis on writing, which is critical. But why in the world they left out the decoding part of it is beyond me, because that's absolutely critical.

There's been such a reaction against phonics that I felt that people thought that we walked in, said the Pledge, and then went ``bi, ba, bu'' for the morning, took a short break for lunch, and came back with, you know, ``su, sa, se'' in the afternoon.

We're talking about 15 to 30 minutes of decoding instruction a day for a first grader. Possibly a kindergartner. But first grade, absolutely. This is what we're talking about. It's an absolutely critical component. We need knowledgeable teachers.

I have one more story that I want to tell you. A very good friend of mine is a special education teacher. And she had two very bright students, intermediate students, who could not read. And she tested them and they had no auditory processing problem, no visual processing problem, but they could not read.

And they were going to lose services because they felt that they did not have a disability, but yet they could not read. And we got the article where Dr. Bonnie Grossen from the University of Oregon summarizes and cites all the research of Reid Lyon in the National Institute of Health.

And in it there's just two sentences I want to read you. It says, ``Using modern neuroimaging technology, medical researchers have identified a unique signature on the brain scans of persons with reading problems. Very recent research shows that phonemic awareness can be taught and practice can change the signature of the brain scan.''

When we got this, we were dancing in the halls. We knew all of a sudden now we have something to support what we know has to be a part of our curriculum. She went back. She passed it out to her special ed. staff, to the psychologist. She gave it to the parents.

Most importantly, she started working with the children who are fourth graders on manipulating the letters, working on the sounds, making words. And these children are beginning to read, to the thrill of the teachers, the parents. But most of all, to the thrill of the students.

So it's absolutely critical. Where did I get this information? Did I get it from a teacher's guide?

No.

Did I get it from a college course?

No.

Did I get it from staff development?

No, I got it from my teachers' union which is a good place. But what is wrong with this picture? Why aren't the people who are teaching reading the ones who are getting the research on teaching reading? And I ask you, where is it? Where does it get lost in there?

So I guess we get the fads really quickly. Those come to us, that information. So -- also, one more thing. In the What Matters Most, the report of the National Commission on Teaching and America's Future, it says that the greatest gains in student achievement occurred when districts used their money to invest in teaching their teachers.

The teachers in my district desperately want their children to learn how to read. They want to have materials. They want to know. A systematic, explicit instruction in the teacher's guide would assist an experienced teacher, but it would teach a new teacher because they haven't come in with that information.

They haven't been taught it. So I'm asking you, please, let's not hide what works. Let's get the research to the people who are in the classrooms teaching the beginning readers, the first grade children: the kindergarten, the first and second grade teachers.

It's our only chance for many children to become successful is if they can learn to read in public school classrooms.

Thank you.

See Appendix I for the written statement of Ms. Ruggles

STATEMENT OF MARGARET DOUGHTY, EXECUTIVE DIRECTOR, HOUSTON READ COMMISSION, HOUSTON, TEXAS

Ms. **Doughty**. Good afternoon. Thank you very much for allowing me to be here today.

I work with the underground school system, so I think my testimony may be a little different because I'm not within the traditional school system.

Why can't children read? Because they don't have reading readiness skills when they start school. Because at school they're not taught with a good mix of what works best. Because they're promoted to the next grade without passing the current grade. Because their parents cannot read. Because there are no books at home to read.

Because there is not a family history that reading is important and pleasurable. Because they are only reading in school a small percentage of the total day. Because no one has identified how they read as individuals. Because we teach children as classes and not as individuals.

Because it's easier to say there is something wrong with this child than there is something wrong with the system.

In family literacy programs, children and parents are able to learn together with proven success. In Houston, we have a very high level of adult illiteracy that is matched by equally poor literacy levels among children.

Only 48% of the adult population achieved skill levels in the National Adult Literacy Survey to be considered as minimally functionally literate. The percentage of those with limited skills is significantly higher in inner city Houston, especially in areas of high poverty.

Children from families with low literacy experience a similar lack of success to their parents and a cycle of intergenerational illiteracy is perpetuated. The only way to break that cycle is to provide a new approach to create success.

In our city, we have talked for years about how to improve the situation. We focused on what was wrong with our school system. How would we put more resources into the schools? How could we test for minimum skills? How could we hire better teachers?

It was clearly their problem, and we explored ways to help them fix it. Last year, community organizations came together to explore the issues around who owns the problem. We asked the questions whose children are these and whose skills are these?

These are our children in our schools in our city. The solution does not belong to them. The solution belongs to us, the mothers and the fathers, the organizations and businesses, the volunteer groups and the libraries, the congregations and the clubs, as well as to our schools and our teachers.

We do not want minimum levels to be our community goal. We began to talk of the concept of a 100% literacy as the goal for our community and the right of every child to have a literate parent to lead them to literacy. It was at this point that several things conspired to create a dynamic in time.

The greatest force for dynamism is doing. So together, our city developed Houston Reads To Lead. There have been family literacy programs in Houston for five years, but this was the first time, as a total community engagement project, our whole city came together.

Literacy providers voiced a desire to develop stronger, more integrated family literacy programs for preschool and elementary school children and parents. Then Governor Bush announced his statewide literacy initiative, so we had state support for the concepts that we were developing.

Then the U.S. Department of Education invited us to be part of the READ*WRITE*NOW! Program. And we got together with a whole lot of different community organizations, the United Way, the Junior League, the Urban League, Hadassah, Big Brothers/Big Sisters of Houston, the school district, the city, interfaith ministries--lots of different organizations came together and determined that we were going to create together a solution.

Secretary Riley came down to Houston and kicked off Houston Reads To Lead. Houston became the first America READ city in the United States. And I'm saying that with some pride because sometimes you need something to kick of a synergy.

And having the Governor's initiative and then the President's initiative created the atmosphere in our city to be able to come together. It was the thing that was clearly the right thing to do. And it didn't matter that there was no legislation. It didn't matter that there weren't parameters specifically designed.

It created a concept around which everybody within our community could focus.

Then the President's summit happened. And our community agreed to recruit 20,000 volunteers for literacy. We found that business companies were coming forward and saying what could they do. Exxon donated a loaned executive to run the program and coordinate it for the whole of the city.

So we were very, very excited about all the things that have happened. We have a couple of recommendations that I'd like to present, if I may.

I think that it would be important to support community collaborative efforts by providing funding for family literacy programs. The largest numbers of families with the greatest literacy needs live in urban America.

Target funding to major city literacy coalitions to make a big impact and cut down on red tape and bureaucracy at a state level and also to recognize and support the work that's already being done in some of the major cities.

Limit funding to tax supported school systems that are already budgeted to teach reading and provide funding to community coalitions and initiatives which are working to support the school system and parents and family programs.

Expand the concept of parents as first teachers to ensure that every parent with limited literacy skills can learn together with their children. Encourage parents to be volunteers for their own children.

Clarify the recent legislation regarding work study to enable work study students to support parents as well as children in family literacy programs. Explore creative partnerships and funding blending with Even Start, Head Start, all of those different funding pots.

I think--and I hesitate to say this. When all the funding comes down to one community and it goes into one pot and the community can determine where those resources are best spent, you can leverage dollars so much better than when funding comes in separate silos and the programs are fragmented all over the place.

And then be flexible and creative and innovative to allow for change to happen.

Thank you.

See Appendix J for the written statement of Ms. Doughty

Chairman **Goodling**. Ms. Nicholas, you said that it was a unanimous vote to get out of the mess that you were in. What kind of a vote was it to get into the mess that you got into and how did that ever happen?

Ms. **Nicholas**. Well, I say this in jest, but truthfully, I've only been on the state board for one year, so I--

Chairman **Goodling**. You can't take any responsibility or blame.

Ms. **Nicholas**. I can't take any responsibility, but I can take responsibility for the difficulty we've had getting out of the mess. But someone sitting in this chair previous to me talked about snake oil salesmen. And I think there was a lot of that going on.

I also think there were a lot of really well intended people. I think there was, and to some degree, still are residual remains of a culture within our educational community in my state--I can't speak for others--where there was a strong, strong tendency to evaluate ideas based on who said them and whether they were nice people rather than putting them to the cold light of day.

Chairman **Goodling**. As a follow up question, the secure teacher, did they fall into that pattern? Were they forced or did they use the best of all programs as a good teacher normally will?

Ms. **Nicholas**. The latter.

But I have to tell you they did that--I've had just numbers of conversations with teachers throughout the state and they still go on as recently as a couple of months ago that the good teacher loves their student and will do anything to establish that success.

Many of them risk termination for using just tools of the trade that were phonics. I know of one teacher who was disciplined for giving a spelling test three years ago in the State of California. Spelling--probably the most notorious byproduct of Whole Language was that one damaged the self-esteem of the child by giving a spelling test.

There were some real odd things going on and teachers suffered very greatly. And it seemed to me the more dedicated you were, the greater the risk. And believe me, many of our teachers took great, great personal risk for the benefit of their children.

Chairman **Goodling**. The reason I asked that is that I've said several times my wife would punch out the administrator that told her that she couldn't teach phonics. She's also punch out an administrator who said she couldn't use Whole Language.

She believes that she can very effectively teach by using the best of every program that's out there.

Which leads me to Ms. Ruggles. I hope Frankfort, Illinois knows how lucky they are.

Ms. **Ruggles**. Thank you. I actually teach in Park Forest Chicago Heights. I live in Frankfort. Thank you very much.

Chairman **Goodling**. And I would assume that you use the best of every--

Ms. **Ruggles**. I appreciate what you said about that because books were collected--I mean, we had to run an underground, change the books at night program because when Whole Language came in--and granted, the books had wonderful stories, but at first grade it was not instructional.

And all books were collected and taken out of the rooms, and you were given this program to use. And you did not use anything else you were told. And on days when there were administrative meetings, all the sudden people were grouping because you did not group children.

Pretend your teachers were dismissed at the end of the school year if they were holding groups. So it's exactly like what you said. And the materials--a lot of the materials were taken away so you were making your own materials because you knew what was right.

And there were terrible things said about people that were using phonics. And so it was difficult. Even though, you know, like what you're saying about your wife, absolutely. You know when you've been doing it a long time that there is a framework that you must work, that that's the way young children learn to read.

And when all the sudden that's taken away and it becomes that your name called if you're doing phonics and you're felt that you're not teaching children equitably, it becomes very difficult.

Chairman **Goodling**. Ms. Doughty, I was glad you talked about family literacy as most of those who testified earlier did. I don't know how it took us all these years to realize that you couldn't break the cycle unless you dealt with the entire family.

But for some reason or other, we only got around to that in about the last ten years, to the best of my knowledge. We did, when we reauthorized adult ed. You can include Even Start in that effort to bring about family literacy. Same way with Title I. We now indicate that that should be part of it.

And of course, that was one of the biggest problems with Head Start. There was a parental component, but it had nothing to do with improving literacy skills or parenting skills. And that's changed.

Just one story I might tell. The Secretary said to me that the President was in Ireland and he saw this wonderful intergenerational program. Over on this side of the room, they had little children, preschool children, and they were working with them on reading readiness skills and so on.

And on this side, they had parents and they were working on their parenting skills and their literacy skills. And then they brought them together so that they could share what each learned. And I told the Secretary, they stole that from us.

That's Even Start. You don't have to go to Ireland to see that. But the intergenerational issue is just so important if we're really going to have to break the cycle.

Mr. Ford.

Mr. **Ford**. Thank you, Mr. Chairman. And I also thank the panelists for coming.

And I would agree with the Chairman and certainly his wife in saying that we certainly want to empower teachers to be able to pick and choose from the best elements or best dimensions of any initiative as we teach our kids.

I think sometimes here on both sides of the aisle we lose sight of whom our_the important players in this game. Teachers obviously play a huge role, but it's the students who_I'm sure the teachers on this panel and educators who spoke before would all agree it's the young people and the students who we're trying to prepare for the challenges that they will face.

And I see that our--one of your panelists is leaving.

Chairman **Goodling**. Thank you for coming, Ms. Doughty, and please have a safe trip back.

Mr. **Ford**. But I would ask the panelists, as you think in terms of the Federal role and you think in terms of the strengths and something that we've already talked about in terms of the money being fragmented, money that comes from the Federal level--in a broader sense, you all have talked about this whole debate, phonics and Whole Language, and certainly there's a lot of controversy attached to that and there are good points on both sides.

But leaving that aside for one moment, as we look at crafting some sort of constructive Federal role, just your thoughts. I am one who believes that we ought to have standards for teachers and for schools and we ought to spend Federal dollars in helping to build new schools and provide--put more technology in the classroom.

And I'd be interested in hearing your thoughts on that. And specifically, the introduction of technology in the classroom. How does that affect phonics and Whole Language and some of the teaching methods that both of you have talked about and clearly endorse?

Ms. **Nicholas**. I'll just take a very brief crack at it.

I do represent my state on a technology panel. We have actually asked for research which would substantiate that early learning--and that's in terms of reading, that's what I'm speaking of--if there's any evidence, if there had been any factual studies done that would show positive, negative or neutral results with technology, and we have yet to be able to find any.

That doesn't say they don't exist. But it seems to be highly inconclusive. I do know in another hat that I used to wear that we are highly successful with teenagers who happen to be incarcerated using technology to teach literacy.

There are some very, very good--this is just my personal observation--very, very good software programs that are useful in that respect.

In terms of the broader issue of how do you link Federal dollars to real good results for students, I guess I would really beg you to, whether it's in reading or mathematics or some other subject, you are the Federal Government and you have all the resources of the country intellectually behind you.

Please look at the research. And whatever it tells you in a given subject, link that research result, if it's conclusive, to how you make those expenditures. And that would be my only request of you.

Ms. **Ruggles**. For technology, unless it's related to the curriculum--it must be related to the curriculum so that teachers feel that this is not an add on. It's a tool that you use to enhance what we're teaching. And the children that I teach don't have computers at home, so it's critical that they learn how to use computers so that when they go out in the workforce, they have this information.

We've gotten an initiative from the state where we're connecting our second and third grade writing curriculum to work on the computer. So this summer, the teachers in second and third grade will be trained on the computer. They'll get a computer and a printer for their classroom.

And they will be submitting student writing so that children will be learning word processing. So therefore, your writing is tied in with your technology. The reason for the computer is to enhance your writing, spell check, etc.

Another really successful program is Accelerated Reader where books the children can check out from the library, you can take a test on the computer and you can win a t-shirt or you can win school supplies. And this Accelerated Reader, we have gotten this program in our district, and that's very successful.

The third thing is if you add a parent component, because many of our parents aren't familiar with the computer either. And I've seen that it works. We talk about all the things that we want to do for parents to help children learn to read.

I've seen it as a first grade teacher that if I invite the parents in and, even if I know that the parents can't read and I show them what the children are learning to do and I send home those letters to make the words, that the parents, as they're working with the children, are also learning to read.

And then when you invite the parent to come to the school and sit next to their child on the computer, the parent, even though you're not addressing the fact isn't computer comfortable or computer literate, you're saying now here's how your child learns and they are picking it up.

So I have found that to be very successful and the parents get very excited about coming in with their child to watch their child, but they're also learning themselves how to read, how to use the computer. So I think when it's tied to something--you just can't load a school with computers and not train staff.

The staff won't use it. A lot of staff isn't trained on computers either. It's got to be tied to something and there has to be a product, expectations, and there has to be training for teachers and parent involvement at that level where they get to come out and work on the computers has been successful.

Mr. **Ford**. Ten seconds, Mr. Chairman.

So professional development resources and funding, you would certainly support that?

Ms. **Ruggles**. Professional development. But you know, you've got to look at professional development is dismal. I mean, it is--you know, I --

Mr. **Ford**. In terms of the funding, you mean?

Ms. **Ruggles**. I'm talking about in terms of what we get as educators. You know, we get someone to come in speak and it's not ongoing. We don't go back and practice and then come back and say here's the problems I've found with it.

You know, one of the things of getting to teach this beginning reading course is I'm getting to work with Dr. Isabel Beck and Dr. Becky Hamilton. I can take their research. I can do it in my classroom. I can come back to them and say okay, look, this didn't work, help me.

So I'm getting to work with the researchers, and that is what we need for staff development. Not for someone to come in and tell me do this, but for someone to say okay, do this and I'll talk to you in a month after you've tried it and you'll give me a reaction to it.

You'll keep an account of what happened with your students, what training that you need. Because we just give it to people and they're sitting there in a gymnasium where you can't see the overhead, and it's gone. And the day's over, and it's gone. And then you would fill out an evaluation form and nobody ever does anything with it.

You know, and staff development is absolutely critical. This information this morning, teachers would have been jumping up and down. This is the information we need. You are all talking about what we need to learn and we are the ones who are training the--are teaching the children.

So yes, staff development's critical, but it has to be looked at as far as we don't just do it; we do it, then tell teachers what to do, and then we come back and talk about what we did and what worked and what didn't work.

Mr. **Ford**. Thank you.

And thank you, Mr. Chairman, for the extra minute or two.

Ms. **Ruggles**. Thank you.

Chairman **Goodling**. Mr. Riggs.

Mr. **Riggs**. Thank you, Mr. Chairman.

I want to thank our two remaining witnesses, particularly my good friend, Janet Nicholas. I actually should have taken the prerogative of introducing Janet because she's a friend and I consider her a constituent even though she's just over the line.

She is a neighbor and fellow resident of Sonoma County in Northern California.

Janet, I wanted to ask you, are you familiar with the work that I believe Reid and the NIH are doing with, is it Sacramento County schools? That's one of the NIH test sites? And is that an example, going back to your testimony, of how we can implement federally funded and federally directed research?

And what do you think will ultimately come of that particular project or experiment in Sacramento schools? Is that something, for example, that the State Board of Education might be able to embrace and ultimately be able to implement statewide?

Ms. **Nicholas**. I just have to say I applaud you for that work and certainly applaud Professor Lyon for that. And the Sacramento City School District that you've indicated really has taken a leadership role in early reading.

I hope and have every confidence it will come out very well. And if in fact it does, then we easily can replicate it because it's set up as a model that can be analyzed and replicated.

Mr. **Riggs**. Well, as we consider potential congressional legislation to try to promote greater literacy skills nationwide, I'm wondering again if that is an example that we could build on and whether we should look to that particular case where you have NIH working with Sacramento schools and again use that as a model or an example for what we could be doing in the context of the legislation that we're considering.

The other thing that I wanted to ask was it seems to me so much of our problem here is a consequence of moving from the ABC's to what I call the three D', deliberately dumbing down, in public education.

And I just can't, for the life of me, understand how we have gotten to this problem, this phenomenon which I think the President referred to in his State of the Union address when he announced his national crusade for education as social promotion, the idea where too many of our kids are advanced from grade to grade, many times graduated as much on the basis of seat time and good behavior as on the basis of what they know and can demonstrate that they've learned.

The emphasis being again on seat time and not on standards. And it's now spilled over into higher education where more and more of our incoming college students are in need of remedial education, which some people have defined as not able to perform at the eighth grade level.

And it just seems to me that if again, we're going to address this problem, we need not only to look at why our programs, that you mentioned in your testimony, Janet, like Title I and programs where Federal taxpayers have spent hundreds of millions, of not billions of dollars over the years, why they're not giving us the long term or longitudinal results that we're looking for?

But also, whether we need to have or encourage the states and local school districts to adopt some system of competency based advancement. And then apply rigorous assessments, rigorous standards. And we could debate who sets those standards. But it seems to me that we've got to tie that to this literacy proposal.

Otherwise, we're going down the same road again without insisting on high standards and high expectations of students, teachers and parents. Do you want to comment on that and whether you see a need for a competency based advancement system being linked to our literacy initiative?

Ms. **Nicholas**. Well, absolutely. I take no pride in coming here and saying the horrible statistics that California has. I mean, that clearly does not make me at all happy. I can use the end result being our California State university system where last year's entering freshmen who met all the qualifications, they had the grades, they passed the courses, 54% of them couldn't pass the basic math test.

And it was, I believe, 52% couldn't pass the basic english requirements. And that, by the way, was not because they didn't speak English. They couldn't write properly for academics. We're debating all of the issues that you've brought up. And I guess I would just say ditto to everything that you've said.

We are struggling to move--there's a population I guess that I feel very compelled to try and represent, and those are the kids who are really trapped in failing schools. And they don't have the options that adults have of perhaps moving, getting a new job, moving to a new area.

They just aren't on the table. And it's very much on the forefront of what do we do if it really does take, as most of the scholars tell us, 20 years to change an institution? Are we willing to give up on kids who are stuck in failing schools?

My answer is easy. No, I'm not willing to sacrifice.

Mr. **Riggs**. Well, I hope I can convince my colleagues too because, going back to what Mr. Ford said, this isn't intended to be an indictment of the entire public education system. But I wonder how we got in this fix?

And I think we all understand that long term there are social and economic consequences to the individual and to society collectively as a result of that individual not having a certain basic level of academic proficiency lacking perhaps the workplace literacy skills necessary to find a good paying job.

Before we get into that mess down the road there ought to be real academic consequences in the system for someone who cannot perform to grade level. And I hope we can look at academic consequences before we simply go and throw more money at the problem.

Ms. **Ruggles**. Can I respond to that?

I think that we can test; but until we start teaching what children need to learn at first grade, it's not going to make a difference. And you might see temporary improvement. For example, we had a reading program where it was intrinsic.

You taught the phonics when it came up, if it came up. And the children at the end of the year weren't doing too badly. And I retested those children in second grade right when they came in in the fall in the gates, and they lost a lot over the summer.

Now people can say it's because they didn't read. I'm saying it's because they don't know how to decode. If you're going to rely on pictures and on pattern or predictable text, all that disappears in third grade. And all you've got left are those letters and sounds.

And if you can't sound out those words, if you can't decode, then your scores are not going to hold and they're not going to build. Once a child has that skill, then you can move to fluency and the automaticity where then you can read to learn anything that you want to learn.

But that's got to be--the money's got to be on putting a program in first grade in place where children get the opportunity--as much of an opportunity as they get with beautiful literature and beautiful books, they've got to get an opportunity to learn to decode.

That's where the money has to be.

Mr. **Riggs**. Now I don't, Mr. Chairman, I don't disagree. We have to move on both paths. But what I'm simply saying is if we throw hundreds of millions--let's just assume for a moment that we're successful and we bring a lot of kids up to grade level at the beginning or end of fourth grade.

I think we still acknowledge that there's a problem down the road if we don't sustain that improvement, if we cannot sustain those results. If that child then is below grade level or peer level or can graduate junior high school; or worse yet, if they are below grade or peer level and can graduate high school; if they can get admitted to college, then we will not have accomplished much.

So we have to, system wide, raise our expectations and standards. And I'm going to insist on that as principal author of the legislation as we move forward before we go throwing again hundreds of millions of dollars at this problem on top of all the money, the billions, that we're already spending for the variety of Federal programs, including Title I.

Chairman **Goodling**. I think if I can editorialize, part of the problem lies in the fact that we have grades and part of the social promotion is partially due to the fact that we have grades. And when you think about grades, you know, particularly when you talk about first grader, that's about as unfair as anything you can possibly do.

As people have heard me say many times, you get 20 youngsters in first grade, 20 different reading readiness levels, is it fair to say because you sat there for grade one that you failed because you weren't ready to read until February?

I mean, that's silly. We ought to have segments of learning that people are supposed to accomplish before they graduate and so on. But to tell a first grader you failed because you weren't ready to read, now, you know, if we had all these wonderful programs in preschool in place and they were properly done, etc., etc., then we wouldn't have all these different reading readiness levels.

But we do, and we're going to for a long, long time to come. And I think that's part of the problem that we get into and then somebody decides well, we'll socially promote.

Mr. Payne.

Mr. **Payne**. Right, I agree with you there too that the readiness and the different levels at what youngsters come to school with is very important.

But I really almost take offense to the continued throwing of millions of dollars that the gentleman from California talks about all the time. How much money we've thrown at this educational system. When we look at how much money we throw at California to continue to build houses where they have mud slides and the houses come down, but the Federal Government goes back under FEMA and put money--I mean, hundreds of billions of dollars.

When we look at Californians having houses built right in the middle of these forests that catch on fire every year and FEMA comes back in, when we look at the hundreds of billions of dollars we spent on highways in California, when we look at earthquakes that are paid, the pittance of money that we spend on education--it's a disgrace.

And I'm getting sick and tired of hearing about this taxpayers' money, the millions of dollars we throw out. It's hypocritical. I'm tired of that crap. If we're talking about what the Federal Government is spending, let's just take what we spent on education and look at what we pour into California and then we would at least have an opportunity--I'm getting sick and tired of taxpayers' monies, throwing millions and millions of dollars at it.

It's a pittance. It comes nowhere near the money that we throw to California for disasters and all the rest. People continue to go there. People continue to build. They build in the same place. And this hypocritical pontificating is getting to be up to here.

I get sick and tired of every time we're talking about trying to bring a kid in to teach him to learn and then to try to have an equal playing field, we hear about all these hundreds of millions of dollars that we've spent.

I'm tired of it.

I hope, Mr. Riggs, you've come up with some other way to characterize taxpayers' monies being spent on education. Absolutely every time you said it--five times in the time that you had even after your five minutes was up. If we're going to talk about trying to get youngsters to learn and that everybody being able to have an equal playing field in this country, we ought to do it.

And I guess you can continue to characterize your way anyway you want it. But as long as you keep talking about throwing, wasting it what I get, all of this money on education, then I'm going to continue to have the same tone that I have.

And if we're talking about bipartisan stuff, if we stay on that stuff, then I'm going to stay on mine. I don't have any questions.

Chairman **Goodling**. My hope would be that we would all consider what I believe Ms. Ruggles said, is to make sure that whatever program--and in fact, both of you I think said--whatever programs we come up with, they are proven programs and they are quality programs.

And I think it was Ms. Ruggles who indicated that a lot of young people, with some of our dollars, have been denied quality. And that's always been my gripe and my concern, that we have paid little attention to quality. And that's totally unfair to those in particular who are most in need and depend on our ability to help them.

Mr. Schaffer.

Mr. **Schaffer**. Thank you, Mr. Chairman.

As you can see, sometimes these are delicate issues here in Washington. There are those in this chamber, indeed in this body, who take great offense when we talk about our concern and caution that many of us apply to the excessive waste in Government.

That being said, the fact remains that there are millions, in fact billions, of dollars that are wasted in public education throughout the country, and many of those--because of programs that emanate right from this chamber, this institution of Congress.

And I have had an opportunity to read through both of your testimonies, and I'm sorry I was unable to be here for it.

But Ms. Nicholas, in particular, I'm quite impressed with what I read and find, and I just want to make a comparison that I am quite serious about. By far, the premiere thinker on the issue of education in America's history, at least in my opinion and I know that of others, was Thomas Jefferson who was not an educator and was not a school master.

And I see you, especially through the comments that I read, as being very similar in terms of your genuine concern for the families of Government owned school systems and almost the monopoly status that is applied to the most important function of our country, I believe, which is educating our children and our future leaders.

But I want to restate for the record and for the committee just to highlight something that you have submitted.

You said ``it is popular to espouse that the role of the Federal Government is to provide vision and leadership and educational issues, yet those words ring hollow and have had little impact on the quality of education received by real children, particularly those condemned to low performing schools by virtue of their place of residence."

Ms. **Ruggles**, you mentioned the teaching--the professional development aspect as well, that information is thrown at teachers. Some make good use of it; others don't. That there really is no systemic process in place to make sure that continuing education actually results in the better education of children.

In both cases, you've talked about treating teachers like real professionals, which I think we ought to do. But the system does not do that. You've talked about treating parents like real customers essentially, allowing them to choose an educational setting that best meets the needs of their children.

Those kinds of concepts are in fact foreign among those who are--who believe that the Federal Government plays some meaningful role in centralizing education authority here in Washington.

And so that is why you see people get upset when they realize just what you have told us, that the millions of dollars that have been wasted from Washington back to our states have probably done more to harm the ability of real professionals, real political--or educational thinkers to design and deliver an educational process that best meets the needs of the children that you know best.

I would like you to--Ms. Nicholas, to comment, if you would, on this America READS program, a proposal to have more Federal intrusion into the ability of states to manage and design a school system that meets the needs of you as a board member and knows your state better than we do.

And to talk about your thoughts about the--what you expect from that heightened level of Federal interest in centralizing education. And also, tell us whether you agree with the comment that has been made by many that the suggestion that we need in America READS program is really a condemnation of the Head Start program, which is very similar in many ways; is operated with non-professionals in many cases; and has, by almost all accounts, been a miserable failure when you look at results especially past the third grade, which you have mentioned, which is where the decoding philosophy begins to break down.

I'd like both of you to comment on this.

Ms. **Nicholas**. I'll try. In terms of the first part of your request dealing with, from my perspective, the America READS program or proposal, there's really two parts. I have to separate out in my mind what is it that would be really difficult for my state to do and for our state to finance, as well as conduct--and I have to tell you the most difficult thing for a state to do, which I think needs to be replicated two or three times then, is to do the research.

So the Federal Government could take the strongest possible role in research. I realize we're talking about reading, but my real love is mathematics. I won't get into it, but I just have to put that in the record--and instruction in mathematics.

If the Federal Government could continue to support and really enhance efforts like the ones that you heard about this morning from Dr. Lyon, you would be making not just a contribution to California, but to the entire country and all the children.

In terms of personally looking at California, we last year just started on a mentorship program which is truly excellent. I'm not saying it's perfect because it's not. We always need more volunteers. But the voluntary part of the program, in my opinion, is something that we can really do at a state level.

What we can't do is the research. And if you have extra money, I certainly want you to give it to education. I think that's a good idea. But I'd like to see it go in areas that make the most difference, and that is both teacher preparation and what I will say quality in-service.

And I think the two of us agree as to what is quality with relationship to reading. Quality sustained inservice professional development for teachers through various types of proposals similar to the concept that--many years ago, the Eisenhower Grant for Teacher Training.

Those would be more important than the voluntary component because I want, for those six hours a day, every California kid in school. I want wonderful things to be happening.

Ms. **Ruggles**. I would completely agree on the research part. We desperately need that because, very often, the research will back what we know we're supposed to be doing. And yet, we aren't given the materials to do it. So when we come up with research that's been replicated, that's proven, that's been around for years, then we can say okay, this is what I'm giving my children for instruction.

This is why I'm using this decoding explicit and systematic rather than when it just happens to come up in the story. This is why I'm building. So I completely agree that would do so much to help staff.

On the volunteer part, I have three retired women who have been--well, two of the three have been helping me for nine years in my classroom. They come in every Tuesday and Thursday and work with the children in reading.

What they do is--now, since they've been doing it so long, they've watched how I do it and they will have them, you know, make the words out of letters and they'll work with them also in math. But it took a tremendous amount of work with them. And they would come over and ask me can I watch you do this so I know what to do?

Because you just can't have somebody just coming in and working with a child without the teacher spending--or somebody spending a great deal of time saying here's our focus, here's what we need to do, the child needs to know these letters, they need to know the sounds, they need to know how to manipulate these letters to make different words.

So there's a lot of training that has to go in. If people just come in to help me, then I'm stopping my instruction and I'm saying--when they say what am I supposed to do, then that's taking time away from children and time off task which is absolutely critical.

Chairman **Goodling**. I didn't realize we're down to three minutes.

Ms. **Ruggles**. Okay. So I guess that there would have to be a great deal of training for it.

Chairman **Goodling**. I do want to thank you again for being so patient and the good testimony. I had to laugh, Ms. Ruggles, when you were talking about professional development and it has to be meaningful and worthwhile.

Because, as an administrator and now as a member of Congress, I get lectured every time I go home to think that they would take me away from my children and put some substitute in there and give me that kind of nonsense and call it professional development.

There's just not very many good professional development people out there apparently. So we have to get that panel this morning to get out on the road, I guess. That's the important thing.

Thank you again very much.

Ms. **Ruggles**. Thank you.

Chairman **Goodling**. Appreciate it.

[Whereupon, at 2:15 p.m., the committee was adjourned.]

Appendix A – Prepared Statement of the Honorable Bill Clay

Statement of
The Honorable William Clay
Ranking Member, Committee on Education and the Workforce
Hearing on "Why Children Can't Read"
July 10, 1997

GOOD MORNING, I AM PLEASED TO BE ABLE TO JOIN CHAIRMAN GOODLING IN WELCOMING THE WITNESSES BEFORE OUR PANEL TODAY. I AM LOOKING FORWARD TO HEARING YOUR TESTIMONY.

TODAY'S HEARING FOCUSES ON ONE OF THE MOST CHALLENGING EDUCATION ISSUES TODAY--IMPROVING THE LITERACY OF OUR CHILDREN.

THE 1994 NATIONAL ASSESSMENT OF EDUCATION PROGRESS READING ASSESSMENT HAS SHOWN THAT OUR CHILDREN ARE FALLING BEHIND IN MASTERING BASIC LITERACY SKILLS. WITHOUT THE ABILITY TO READ AND COMMUNICATE, CHILDREN GROW UP TO BE ADULTS WHO CANNOT FUNCTION IN AN INCREASINGLY TECHNOLOGICALLY-ADVANCED SOCIETY.

WITHOUT NECESSARY LITERACY SKILLS, THESE CHILDREN WILL BE RELEGATED TO LIVES OF UNREWARDING AND FINANCIALLY-MEAGER EMPLOYMENT OPPORTUNITIES OR EVEN WORSE TO A LIFE OF DEPENDENCY ON THE SOCIAL WELFARE SYSTEM.

IN HIS BUDGET SUBMISSION TO CONGRESS THIS YEAR, PRESIDENT CLINTON SHOWED HIS LEADERSHIP IN THE LITERACY ARENA BY PUTTING FORTH SEVERAL PROPOSALS DESIGNED TO ATTACK THIS PRESSING PROBLEM, INCLUDING INCREASING FUNDING FOR

TITLE I HEAD START, AND EVEN START.

EARLIER THIS YEAR, I WAS PLEASED TO INTRODUCE PRESIDENT CLINTON'S MAIN LITERACY INITIATIVE, AMERICA READS. THE LEGISLATION MARSHALS OUR MOST POWERFUL RESOURCE - PARENTS AND VOLUNTEERS -- TO SUPPLEMENT THE EXISTING EFFORTS IN OUR NATION'S CLASSROOMS AIMED AT ENABLING CHILDREN TO MASTER READING.

THE AMERICA READS LEGISLATION IS MODELED AFTER THOUSANDS OF SUCCESSFUL COMMUNITY PROGRAMS OPERATING ALL OVER THE COUNTRY. IN

ST. LOUIS, FOR EXAMPLE, THE HIGHLY ACCLAIMED PARENTS AS TEACHERS PROGRAM—A PROGRAM LAUNCHED IN 1981—HAS BEEN REPLICATED IN 46 OTHER STATES AND WASHINGTON D.C. THE PROGRAM ENHANCES PARENTS' ABILITY TO NURTURE AND TEACH THEIR CHILDREN FROM BIRTH THROUGH AGE 5. THE PROGRAM PROVIDES HOME VISITS, GROUP MEETINGS FOR PARENTS, AND REGULAR MONITORING OF CHILDREN'S HEALTH AND DEVELOPMENT. CHILDREN WHO PARTICIPATE IN THIS PROGRAM DISPLAY SIGNIFICANTLY ENHANCED LANGUAGE, PROBLEM SOLVING, AND SOCIAL DEVELOPMENT BY AGE 3, AND SCORE HIGHER ON STANDARDIZED READING AND MATH TESTS IN EARLY ELEMENTARY GRADES.

I COMMEND PRESIDENT CLINTON AND SECRETARY RILEY FOR RAISING THE NATION'S AWARENESS OF THESE ISSUES AND FOR CREATING THE FRAMEWORK FOR OUR DISCUSSION TODAY.

I LOOK FORWARD TO WORKING WITH THE MAJORITY AND THE ADMINISTRATION TO DEVELOP A LEGISLATIVE PROPOSAL THAT ACHIEVES THE

IMPORTANT GOAL OF AMERICA READS – TO ENSURE THAT ALL CHILDREN CAN READ BY THE END OF THE THIRD GRADE.

Appendix B – Prepared Statement of the Honorable Bill Goodling

OPENING REMARKS
THE HONORABLE BILL GOODLING, CHAIRMAN
Literacy: Why Children Can't Read
July 10, 1997

Today's hearing will address a topic of extreme importance: learning to read.

I believe one of the most important tasks we can accomplish in this Congress this year is to help teachers and parents teach children to read as early as possible. To accomplish this, I believe we must do several things. First and foremost, I believe we need to focus on what works: basic academics, parental involvement and getting dollars to the classroom. We must also take advantage of sound research which tells us how children learn to read and to support quality training for classroom teachers which is consistent with that research.

While substantial numbers of children in school are learning to read, there is a great deal of evidence that too many children are experiencing difficulties.

Two very important studies have been issued over the past few years which demonstrate the need to address the literacy/reading ability of our nation's citizens.

The first study, The National Adult Literacy Survey, assessed the literacy skills of adults and found that almost 50 percent of our adult population read at the bottom two of five levels of literacy. Not surprisingly, 43 percent of those in the lowest literacy level live in poverty; 17 percent are receiving food stamps, and 70 percent are unemployed or under-employed. In addition, more than two-thirds of unwed parents, school dropouts, and those arrested have below average literacy levels.

But reading problems don't begin when individuals are adults, they begin when they are children and, if the recent NAEP 1994 Reading Report Card is an indication of future the reading skills of adults in the next generation, our problems are far from over. The most recent Reading Report Card found that 40 percent of students in the fourth grade were below the basic level of reading achievement.

I know from my many years of experience as an educator that there are many reasons children do not learn to read. Some stem from the home environment and the fact that their parents are unable to read or to read well and are, therefore, unable to provide their children with the skills they need to learn to read. In other instances, children have learning disabilities which affect their ability to learn to read.

No matter what the cause, the fact that children are not learning to read is a serious concern. I often observed that those children who had difficulty reading also did not do very well in other classes which had a strong reading component, placing them at high risk of failure in other classes and eventually leading to their leaving the school environment where they were not able to keep up with their peers.

Since literacy is and always has been a bipartisan issue, I want to state at the outset that I commend President Clinton for his proposal to address this issue. I look forward to working with the President and his Administration, as well as Members from both sides of the aisle in developing a proposal to help parents and teachers teacher children to read as soon as possible.

The purpose of today's hearing is to take the first step and find out how children learn to read and why some children are experiencing difficulties. With this knowledge, we can take steps to insure future generations of adults will learn to read so they do not experience all of the problems related to low levels of literacy.

I believe we will accomplish a great deal in solving society's problems if we can take steps to ensure that each and every child learns to read as soon as possible and each and every adult can read and write at the level necessary for them to compete in today's highly technological world.

The first step in this process is to learn why they are experiencing difficulties. I know you are the experts in this area and that what you have today is the result of many years of intensive experience and or research in this area. I look forward to receiving your testimony.

Appendix C – Written Statement of Dr. Richard Venezky

STATEMENT OF RICHARD L. VENEZKY

UNIDEL PROFESSOR OF EDUCATIONAL STUDIES
UNIVERSITY OF DELAWARE
NEWARK, DE 19716

BEFORE THE
COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: WHY KIDS CAN'T READ

Thursday July 10, 1997
2175 Rayburn House Office Building
Washington, DC 20515

Mr. Chairman and members of the Committee,

I am Professor Richard L. Venezky, the Unidel Professor of Educational Studies at the University of Delaware, and past president of the Reading Hall of Fame. I am pleased to have this opportunity to present to you the outcomes of analyses and reviews that I, along with colleagues from around the country and graduate students, have done on reading. My presentation is organized around three questions: (1) How well do American children read?, (2) What stops them from reading better?, and (3) What can be done to improve their reading abilities? I assume that my immediate audience needs no homilies on the values of reading ability or the dire consequences visited upon those who do not learn to read well. Although "literacy" is the subject of this hearing, I will focus on "reading" and leave to another time the fuller meaning of "literacy" and questions related to writing. I will assert without further discussion, however, that if we learn to teach reading to everyone, writing and literacy will follow.

What is presented in some detail below can be summarized as follows:

1. The average American child reads quite well compared to children in countries that compose our main trading partners--the OECD countries. Among these countries, only Finland has children who read significantly better than American children at ages 9 and 14.

2. Among the poor, particularly poor minorities, and among those with learning disabilities, learning to read continues to be a struggle in spite of more than 100 years of research and decades of special assistance programs. For example, the average Black 17 year old reads at roughly the same level as the average White 13 year old, and the average Black college graduate reads at roughly the same level as the average White high school graduate.

3. Although minority and-majority children enter kindergarten and first grade with different readiness levels for schooling, from ages 9 to 17 they make equal gains in reading performance.

4. The primary barriers to reading success for children without learning disabilities result from the quantity and type of language interaction that these children experience in the home. For these children, and for many children with learning disabilities, vocabulary is limited as is the ability to manipulate speech sounds, a skill critical for learning to pronounce words from their spellings.

5. No single fix or single program will solve America's reading problems. Teaching reading well requires efforts from birth through 12th grade, both within schools and in families and communities. However, many of the components of a comprehensive solution are in place: a national emphasis on high achievement for all (Goals 2000),

national curriculum standards, school reform efforts, research programs, and national programs for reading assistance (America Reads, READ*WRITE*NOW!, RIF, etc.).

6. What are lacking are (a) an on-going, coordinated review and assessment of reading research, across the various government and private research programs, that could select and disseminate promising results, (b) effective local and regional programs that could help young parents in poverty areas to foster better language and cognitive development with their children, and (c) techniques for building local competencies in schools within high poverty areas.

How Well Do American Children Read?

The main sources of information for answering this question are the IEA Reading Literacy Study of 1991 (Elley, 1992; Binkley & Williams, 1996), the National Assessment of Educational Progress (NAEP) reading surveys (Campbell, 1996a, 1996b), the Young Adult Literacy Survey (YALS) (Kirsch & Jungeblut, 1986; Venezky, Kaestle, & Sum, 1987), and the National Adult Literacy Survey (NALS) (Kirsch et al., 1993). The IEA Study compared the reading abilities of 9 and 14 year olds (4th and 9th grades in the U.S.) in 32 nations. Although some argue that the test items were not as rigorous as those of the comparable level NAEP items, most agree that the rank ordering of countries would not change with addition of more complex items. At both the 4th grade and the 9th grade levels, U.S. students were second only to students from Finland. Although our rank ordering dropped from 4th to 9th grade, when measurement error is considered, we were statistically lower only than Finland at both of these levels.

This is an important result and one that should not be passed over lightly. In spite of the fears raised by the NAEP performance levels, which are arbitrary, and by other reports of doom and gloom, American 4th and 9th graders are reaching world-class standards. Only Finland is statistically higher in reading performance at these levels, and Finland is a country with almost no poverty, and with an extremely homogeneous population; over 90% of the Finns have the same native language and profess the same religion. The U.S advantage holds up even when our scores compared only to the 18 nations in the survey who are OECD members.

This is the good news. There are fragments of other positive indicators to come, but from here on the main facts on reading turn downward as we examine the scores of minorities. In all of the key studies on reading, results are reported for racial/ethnic groups as well as for genders and several other variables. I will use these racial/ethnic results to illustrate where America's reading problems reside, but the reader should note that SES, which unfortunately is not a reporting category in these surveys, is more important than race or ethnicity in predicting reading performance. Figure 1, reproduced from an OERI report on the IEA reading study (Binkley & Williams, 1996, p. 25), compares White, Black, and Hispanic scores to the 4th grade and 9th grade averages for the OECD countries.

Insert Figure 1 about here

About 70% of all White 4th graders and about 60% of all White 9th graders equaled or exceeded the OECD averages in each of the three test categories. The corresponding percentages for Black students were (approximately) 40% and 30%, respectively, and for Hispanics, 50% and 40%, respectively. Further insights can be gained from a careful analysis of the NAEP reading trends. In the last reported reading survey, that for 1994, Black and Hispanic 12th graders scored at nearly the same level as White 8th graders.Table 1, reproduced from the NAEP 1994 Reading Report Card for the Nation and States, shows the different racial/ethnic performance averages (Campbell et al., 1996a, p. 27).

Insert Table 1 about here

This four-year gap between minority and White reading performance also was found in the Young Adult Literacy Survey of 1985 and the National Adult Literacy Survey of 1991. In the latter (see Figure 2), the average Black college graduate performed at about the same level as the average White whose formal education ended with high school graduation or GED certification. Furthermore, although Black and Hispanic reading performances at ages 9, 13, and 17 improved from the 1970s until 1988 relative to White performance, the gap began to widen again after 1988 (see Figure 3).

Insert Figures 2 and 3 about here

These data, taken together, demonstrate the following:

1. Huge inequalities exist among racial/ethnic groups in reading performance. Although most of these differences probably reflect SES differences, we cannot clearly demonstrate this at present.

2. If our goal, as stated in Goals 2000, is to have world-class performance, than we are failing with Blacks and Hispanics. Their scores, on the average, are not up even to the average of students in other OECD countries.

3. Racial/ethnic differences persist even through college. That is, we are not achieving our performance goals simply by moving more Blacks and Hispanics through to BA and BS degrees. For the average Black or Hispanic in America today, a college degree still means an inferior reading level.

Finally, a piece of positive information that will set the stage for the next section of this presentation. Observe the curves in Figure 4, which show the reading performances of two different cohorts of students. On the top are the White, Black, and Hispanic reading averages for students who were age 9 in 1980, age 13 in 1984, and age 17 in 1988. Plotted on the bottom are similar averages for samples drawn from 1984, 1988, and 1992. (Although NAEP did not test exactly the same students across these years, the samples within each group were drawn from the same cohorts of students.) The story here is simple and somewhat surprising. The gap between majority (i.e., White) and minority performance does not widen across eight years of schooling. That is, in spite of the large inequalities at grade four across these groups, each gains about the same in reading across the next eight years of schooling. Admittedly, eight years of schooling does not dramatically reduce the differences. But, to point to the final section of this paper, we can see from these data where most of our energies need to be focused for solving our reading inequalities.

Insert Figure 4 about here

What Stops American Children from Reading Better?

In this section I focus narrowly on a set of barriers to improved school performance of children from low income homes. I'll say little about the information processing problems of children who have learning disabilities or for other reasons are high risks for reading. These issues are being covered by other researchers here and from what I've seen of the work involved, particularly of the NICHD sponsored research, serious attention should be given to these results. In the discussion that follows, three barriers are of particular concern: (1) home language practices, (2) schooling practices, and (3) continuing reading development outside of school.

Home language practices

Considerable data have been accumulated over the past four decades on the differences between high and low SES homes in the ways they interact with their children (e.g., Belsky, Gilstrap, & Rovine, 1984; Hall, Nagy, & Linn, 1984; Hart & Risley, 1995; Wells, 1986). A number of these studies were summarized at a recent White House Conference on early development in children, and one of these, Hart & Risley, 1995, will serve to illustrate the main points I want to make on this topic. These researchers followed 42 families over 2 1/2 years (and more, for some of the families), recording their language interactions with their children for an hour each month. The children at the start of the study were, on the average, about 10 months old. One outcome of interest to the investigators was the vocabulary size of the children: its size at different ages and the variables in the parents' interactions that correlated most highly with it.

The parents differed dramatically in both the quantity of speech they directed to their children and in the type of speech they used. The professional parents produced the most directed speech and also used significantly richer and more positive speech than the working class or welfare families. Figure 5 summarizes both time spent with children and words addressed to them by the three groups of parents (Hart & Risley, 1995, p. 68), and Figure 6 summarizes the differences in affirmative speech and prohibitions addressed to children (ibid., p. 128). According to the authors, the average number of words per hour heard by children in professional families was 2,150, compared to 1,250 for children in working-class families, and 620 in welfare families.

Insert Figures 5 & 6 about here

One result of these differences is shown in Figure 7, reproduced from Hart & Risley, 1995, p. 47. This shows cumulative vocabulary sizes of the three types of children from 10 to 36 months of age. These are dramatic differences and ones that no amount of preschool education has been able to overcome. What these data show is that some children enter kindergarten or first grade with rich vocabularies and with considerable experience in using language to describe details of scenes, feelings, plans, and the like, and other children enter with far more restricted vocabularies and expressive language ability. These language skills are critical not only for learning to read, but for success in all of schooling.

Insert Figure 7 about here

When these studies are coupled with others that analyzed class differences in reading to children, even more barriers are uncovered. For example, the National Center for Education Statistics reports that in 1993 68% of the children living in poverty were read to regularly by a family member while 81% of other children were (Wright, Hausken, & West, 1994). However, simply being read to does not advance significantly one's readiness for learning to read. Instead, children need to be engaged with print (Meyer et al., 1994). Although we have little data on how cognitively demanding different parents are in reading to children, we can extrapolate from the Hart & Risley (1995) data and from studies done on parents' book-reading habits (with children) (e.g., Pellegrini, Brody, & Sigel, 1985) to the conclusion that since lower SES parents are more directive with their children and more negative in their speech interactions, there is a lower probability that their children will acquire the same cognitive and prereading behaviors that middle SES children acquire from reading with their parents.

In other words, the middle and upper SES parent is more demanding cognitively, asks more questions during reading that lead the child to consider abstract ideas, including letter sounds, and more willing to help the child elaborate on his or her responses than the lower SES parents. What is critical to understand is that contrary to the advice given in Becoming a Nation of Readers (Anderson et al., 1985), simply reading aloud to a child is not sufficient to promote reading readiness. Unless the child is engaged with print, asked about letters and sounds, questioned on what might happen next and what he or she might do in a similar situation, little gain will be made in reading awareness and preparation for formal schooling. The parent interaction style that is elaborate in detail, positive, and cognitively demanding has a higher probability of leading to positive reading results than one that is directive, generally negative, and not cognitively demanding.

Schooling practices

After nearly 100 years of research on schooling, one result is firmly established: that schools can make a difference in student achievement. For teaching reading, we have no set formulas that can guarantee success under all circumstances, but we do have data to demonstrate that certain practices are better than others. For example, when children are not encouraged to read at a challenging level, little vocabulary growth occurs (Carver & Leibert, 1995). Similarly, more and more studies are showing that direct teaching of decoding skills can make a difference in the achievement levels of high risk children (e.g., Vellutino & Scanlon, 1987). Other studies have demonstrated that content covered by a teacher is a powerful determinant of what children actually learn in reading (Barr & Dreeben, 1983).

There is anecdotal evidence, but few hard facts to show that many schools over the past decade adopted extreme whole language practices, abandoning direct instruction of reading skills under the mistaken belief that children would acquire reading abilities naturally from a rich literate environment. The field of reading has demonstrated over the history of this country's independence a remarkable gullibility for "magic methods" of teaching reading. Hard science is often alien to primary level reading instruction; snake oil and charismatic solutions being preferred far too often than this country can afford. Unfortunately, the main professional societies in the language arts field have done little to alter this situation.

Rather than perseverate on this area, I want to summarize by saying that school instructional methods for reading, their fostering of reading habits, and their encouragement of positive attitudes toward reading are important for raising reading achievement among the poor, and that many schools in poverty areas, as elsewhere, can be barriers to reading improvement if they do not seek to improve their instructional capacities.

Continuing reading development outside of school

Learning to read is not simply a function of which method is used for the first six months of instruction, or of parenting practices prior to school entry, or to the types of books and magazines read. Instead, learning to read requires sustained efforts over the period from birth to at least the end of high school. For high risk children, extra time is needed during the preschool years, after each school day, and over the summer to ensure appropriate development. Especially during the transition to middle school, when some children become alienated from school, good mentoring is required. The experiences of the Chelsea Project in Boston indicate that schools alone cannot overcome the effects of poverty, nor can Head Start or Even Start programs alone. Special assistance is needed across all of the school years. Without it, gains made at an early level will disappear.

What can be Done to Improve Reading Abilities?

Poor reading ability is not the result of a single deficit nor is it, like a vitamin deficiency, fixable by a pill or a special diet. We are constantly in danger, however, of succumbing to the pitches of those who have a magic "solution" that bypasses the need to build competencies across schools, families, communities, and at a national level. Most of these solutions appear to work when compared only to impoverished or ineffective programs. However, when we ask how well children in these programs read compared to the high national standards that we seek for all, most, if not all, of them fail. America's reading goals require that we continue to build a national research and development infrastructure for reading, continue to seek programs and procedures to strengthen and improve schooling, and continue to reach out through local communities to parents and other care givers. In particular, we need to do the following:

1. Develop a procedure for analysis and review of reading research, drawing on the best research talent we can find. At present a number of federal and private agencies are investing in reading research, including the Department of Education, NIH, Labor, and HHS, as well as foundations such as Spencer, Pew, and MacArthur. Even NSF has an interest in this area because of its concern with equal access to information via the Internet. Funds are often expended for major surveys or research programs, but less often for researchers to reflect on the results of these studies and to debate their implications for practice. As a result, the field is fractured, with limited agreement on methods or interpretations. A consortium of federal agencies and private foundations could undertake sponsorship of consensus panels, made up of a cross-section of researchers. Dr. Lyons and I have recently submitted such a proposal jointly to the Department of Education and to the National Institute of Child Health and Development (NICHD); this proposal might be expanded to include a wider range of sponsoring agencies and of research work. We may not always be right in our interpretations of research, but we should subscribe to Francis Bacon's dictum that truth emerges more rapidly from error than chaos.

2. Continue to encourage community-based involvement in reading advancement through partnerships with businesses, non-profit agencies, state and local agencies, educational institutions, and the like. Nation-wide volunteer tutoring programs, for example, help bring communities together to support the efforts of their schools. Although we do not expect tutoring by volunteers to have a large direct impact on reading achievement, we do expect it to improve children's attitudes about reading while at the same time to help in bringing schools, parents, and community organizations together to advance reading. READ*WRITE*NOW!, America Reads, Reading is Fundamental (RIF), and other support efforts can help communities to develop local efforts to improve reading.

3. Develop programs that local and state agencies can use to help families foster better language and cognitive development for their children. Reaching parents of young children, particularly in high poverty areas, is difficult. In addition, the messages we want

to bring about appropriate ways to interact with children, if not presented properly, can be misinterpreted as criticisms of family speech and parental control. A number of good models exist, however, for showing how to read picture books and stories to young children (Sigel & Kelley, 1988; Whitehurst et al., 1994). Building on these, we need to find ways to foster vocabulary growth among young children, as well as other language habits that are important for schooling.

4. Continue to support systemic school reform, high curriculum standards, and high achievement standards for all students. The efforts of the Planning and Evaluation Service division in the Department of Education to disseminate effective school-wide reform plans need to be continued. At the same time the impact of the new Title I regulations (1994) and of Internet connections in schools need to be monitored for how well these programs and efforts support systemic reform.

Concluding Remarks

The technologies that allowed us to place the Rover on the surface of Mars and transmit geological test data back to earth were not created over night. Instead, they derived from a number of separate and long-term R&D programs in computer architecture, artificial intelligence, composite materials, digital communications, rocketry, and many more. Similarly, the answer to why kids can't read will not come from a single source. It, too, will require advances in a number of separate but related areas: family interaction patterns, reading instruction, school reform, tutoring, teacher training, and others. The implementation of solutions must come at a state and local level; however, there is a large and important role for national agencies in sponsoring and coordinating research, carrying out evaluations, disseminating information on effective programs, and supporting municipal and neighborhood literacy efforts. We know a considerable amount now about why some children fail and what schools can do to prevent failure. We also know that some problems require solutions that go beyond the current capabilities of schools. Like the solutions found for the current Mars mission, our challenge is to find creative solutions to these problems. With appropriate support and encouragement, this can be done--and soon.

References

Anderson, R. C., Hiebert, E. H., Scott, J. A., & Wilkinson, I. A. (1985). Becoming a nation of readers. Washington, D. C.: The National Institute of Education.

Barr, R., & Dreeben, R. (1983). How schools work. Chicago: University of Chicago Press.

Belsky, J., Gilstrap, B., & Rovine, M. (1984). The Pennsylvania Infant and Family Development Project, I: Stability and change in mother-infant and father-infant interaction in a family setting at one, three, and nine months. Child Development, 55, 692-705.

Binkley, M., & Williams, T. (1996). Reading literacy in the United States (Report No. NCES 96-258R). National Center for Education Statistics, U. S. Department of Education, Office of Educational Research and Improvement.

Campbell, J. R., Donahue, P. L., Reese, C. M., & Phillips, G. W. (1996a). NAEP 1994 reading report card for the nation and states. Washington, D.C.: Office of Educational Rsearch and Improvement, U.S. Department of Education.

Campbell, J. R., Reese, C. M., O'Sullivan, C., & Dossey, J. A. (1996b). NAEP 1994 trends in academic progress. Washington, D. C.: Office of Educational Research and Improvement, U. S. Department of Education.

Carver, R. P., & Leibert, R. E. (1995). The effect of reading library books at different levels of difficulty upon gain in reading ability. Reading Research Quarterly, 30(1), 26-48.

Elley, W. B. (1992). How in the world do students read? The Hague: The International Association for the Evaluation of Educational Achievement.

Hall, W. S., Nagy, W. E., & Linn, R. (1984). Spoken words: Effects of situation and social group on oral word usage and frequency. Hillsdale, NJ: Erlbaum.
Hart, B., & Risley, T. R. (1995). Meaningful differences in the everyday experience of young American children. Baltimore: Paul H. Brookes.

Kirsch, I. S., & Jungeblut, A. (1986). Literacy: profiles of America's young adults (NAEP Report No 16-PL-02 No. Educational Testing Service.

Kirsch, I. S., Jungeblut, A., Jenkins, L., & Kolstad, A. (1993). Adult literacy in America: A first look at the results of the National Adult Literacy Survey. Washington, D. C.: National Center for Educational Statistics, U.S. Department of Education.

Meyer, L. A., Wardrop, J. L., Stahl, S. A., & Linn, R. L. (1994). Effects of reading storybooks aloud to children. Journal of Educational Research, 88(2), 69-85.

Pellegrini, A. D., Brody, G. H., & Sigel, I. E. (1985). Parents' book-reading habits with their children. Journal of Educational Psychology, 77(3), 332-340.

Sigel, I. E., & Kelley, T. D. (1988). A cognitive developmental approach to questioning. In J. T. Dillon (Eds.), Questioning and discussion: A multidisciplinary study (pp. 105-134). Norwood, NJ: Ablex.

Vellutino, F. R., & Scanlon, D. M. (1987). Phonological coding, phonological awareness, and reading ability: Evidence from a longitudinal and experimental study. Merrill-Palmer Quarterly, 33(3), 321-363.

Venezky, R. L., Kaestle, C. F., & Sum, A. M. (1987). The subtle danger: Reflections on the literacy abilities of America's young adults (Report No. 16-CAEP-01). Educational Testing Service, Princeton, NJ.

Wells, G. (1986). Variations in child language. In P. Fletcher & M. Garman (Eds.), Language acquisition: Studies in first language development (pp. 109-139). New York: Cambridge University Press.

Whitehurst, G. J., Arnold, D. S., Epstein, J. N., Angell, A. L., Smith, M., & Fischel, J. E. (1994). A picture book reading intervention in day care and home for children from low-income families. Developmental Psychology, 30(5), 679-689.

Wright, D., Hausken, E. G., & West, J. (1994). Family-child engagement in literacy activities: Changes in participation between 1991 and 1993 (Statistics in Brief No. NCES 95-689). National Center for Education Statistics, U. S. Department of Education, Office of Educational Research and Improvement.

Table 1. Average Reading Proficiency by Race/Ethnicity, Grades 4, 8, and 12
NAEP 1992 & 1994 Reading Surveys

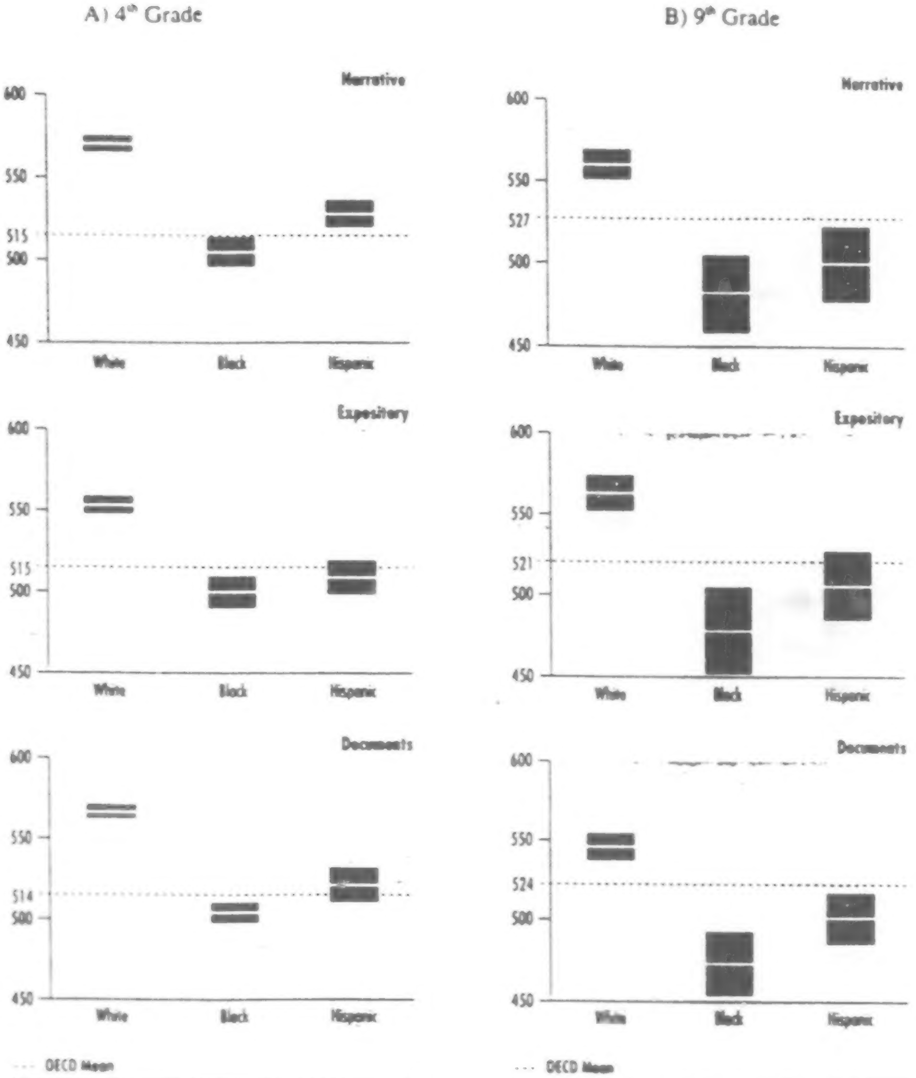
	Grade 4		Grade 8		Grade 12	
	1992	1994	1992	1994	1992	1994
	Percentage and Proficiency		Percentage and Proficiency		Percentage and Proficiency	
Nation	217 (0.9)	214 (1.0)	260 (0.9)	260 (0.8)	292 (0.6)	287 (0.7)<
White	71 (0.2) 225 (1.2)	69 (0.2)< 224 (1.3)	70 (0.2) 267 (1.2)	70 (0.3) 268 (1.0)	72 (0.4) 298 (0.6)	73 (0.3)> 294 (0.7)<
Black	16 (0.1) 193 (1.6)	15 (0.2)< 187 (1.7)	15 (0.2) 238 (1.6)	15 (0.2) 237 (1.7)	15 (0.4) 273 (1.4)	13 (0.3)< 265 (1.6)<
Hispanic	9 (0.1) 201 (2.1)	12 (0.2)> 191 (2.6)<	10 (0.2) 241 (1.4)	11 (0.2) 240 (1.4)	9 (0.4) 278 (2.3)	8 (0.3) 270 (1.5)<
Asian	— —	2 (0.2) 232 (5.5)	— —	2 (0.2) 273 (2.6)	— —	3 (0.3) 280 (2.8)
Pacific Islander	— —	1 (0.1) 219 (5.0)	— —	1 (0.4) 259 (7.4)!	— —	1 (0.3) 280 (3.9)!
American Indian	2 (0.2) 207 (4.6)	2 (0.2) 201 (3.4)	1 (0.2) 251 (3.7)	1 (0.2) 251 (4.2)	0 (0.1) ***	1 (0.4) 275 (5.3)!

Differences between groups may be partially explained by other factors not included in this table.
— Due to significant changes in wording of the race/ethnicity question between the 1992 and 1994 assessments, the 1992 results for Asian and Pacific Islander students are not comparable to 1994 results.
! Interpret with caution any comparisons involving this statistic. The nature of the sample does not allow for accurate determination of the variability of this value.
The standard errors of the estimated percentages and proficiencies appear in parentheses. It can be said with 95 percent certainty that for each population of interest, the value for the whole population is within plus or minus two standard errors of the estimate for the sample.
< The value for the 1994 assessment was significantly lower (> higher) than the value for 1992 at or about the 95 percent confidence level.
*** Sample size is insufficient to permit a reliable estimate.
Percentages may not total 100 percent due to rounding or, in the case of the race/ethnicity variable, because some students categorized themselves as "other."
SOURCE: National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 1992 and 1994 Reading Assessments.

Reproduced from: J. R. Cambell et al. (1996). *NAEP 1994 Reading Report Card for the Nation and the States.* U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, p. 27.

BEST COPY AVAILABLE

Figure 1. 4th and 9th Grade Narrative, Expository, and Documents Scores by Race/Ethnicity
IEA Reading Literacy Survey 1991



NOTE: Mean achievement shown as a white line set within confidence limits shown as a shaded area around the mean.

SOURCE: U.S. Department of Education, National Center for Education Statistics. *Reading Literacy in the United States: Technical Report.* Washington D.C. 1994

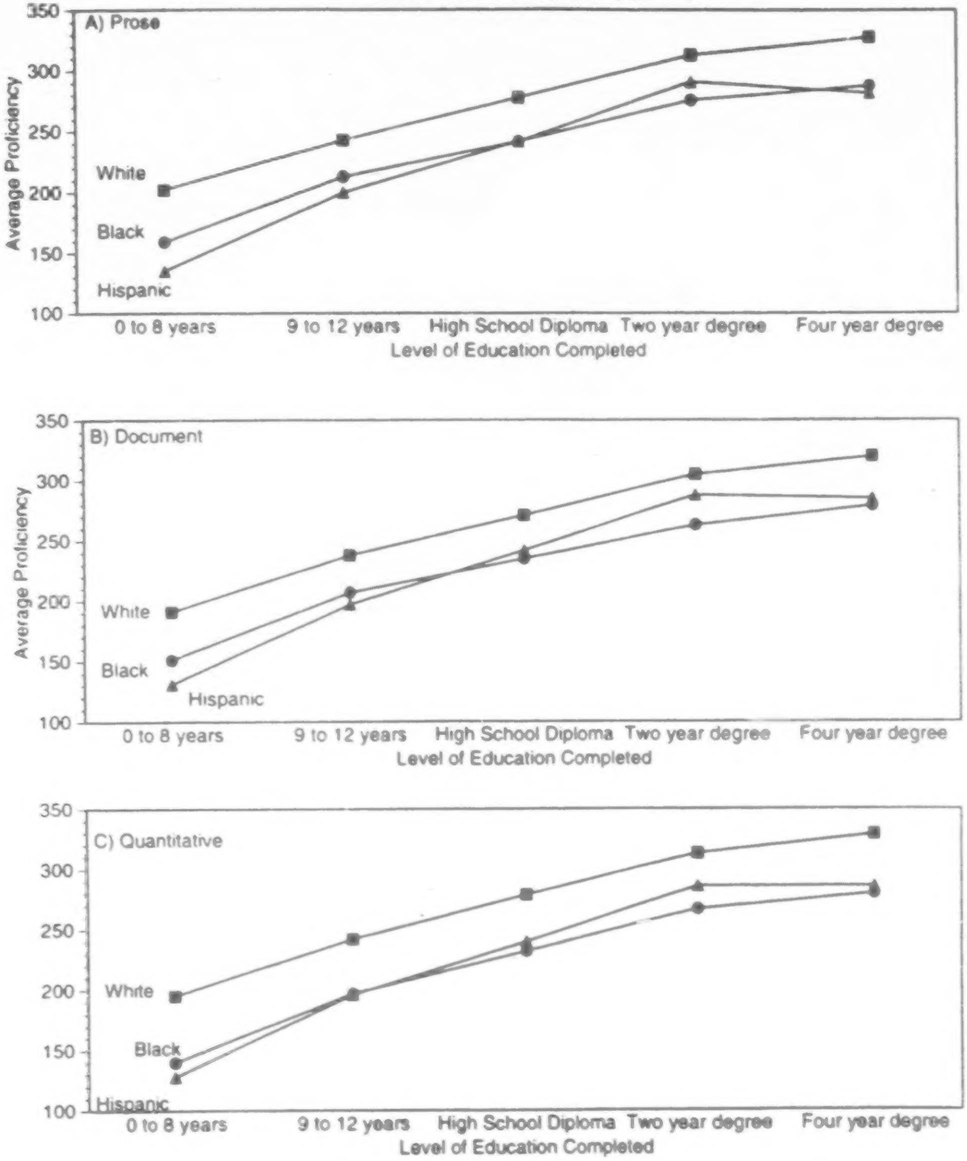
NOTE: Mean achievement shown as a white line set within confidence limits shown as a shaded area around the mean.

SOURCE: U.S. Department of Education, National Center for Education Statistics. *Reading Literacy in the United States: Technical Report.* Washington D.C. 1994

Reproduced from: M. Binkley & T. Williams (1996). *Reading Literacy in the United States.* U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, p. 25.

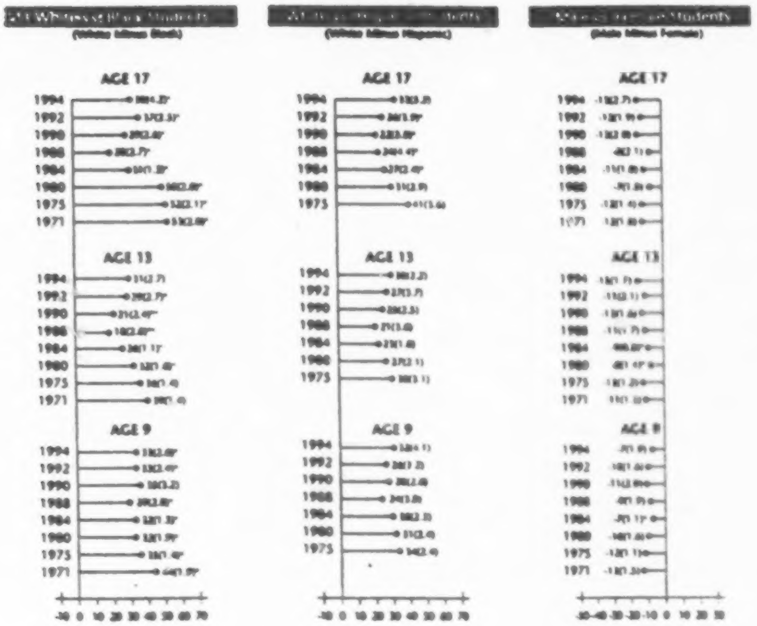
BEST COPY AVAILABLE

Figure 2. Average Literacy Proficiency by Level of Education Completed and Race/Ethnicity
National Adult Literacy Survey (NALS)



Source: I. S. Kirsch et al. (1993). *Adult Literacy in America*. U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, p. 36.

Figure 3. Trends in Differences in Average Reading Scale Scores
NAEP Reading Survey



*Statistically significant difference from 1994, at a 5 percent combined significance level per set of comparisons.

° Statistically significant difference from 1969-70 (for scale scores for White vs. Black student differences and Male vs. Female student differences) or from 1977 (for White vs. Hispanic student differences), at a 5 percent combined significance level per set of comparisons. The standard errors of the estimated scale score differences appear in parentheses. It can be said with 95-percent certainty that, for each population of interest, the value for the whole population is within plus or minus two standard errors of the estimate for the sample. In comparing two estimates, one must use the standard error of the difference (see Appendix for details).

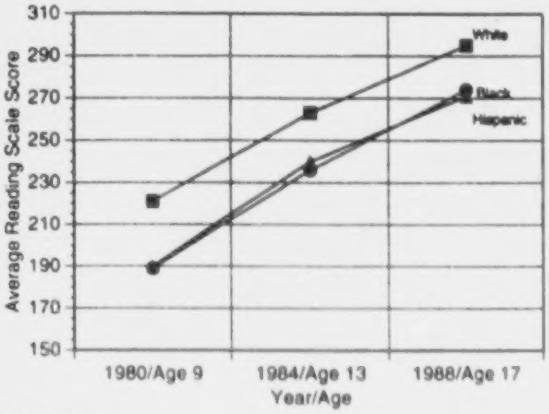
SOURCE: National Center for Education Statistics, National Assessment of Educational Progress (NAEP), 1994 Long-Term Trend Assessment.

Reproduced from: J. R. Campbell et al. (1996). *NAEP 1994 Trends in Academic Progress*. U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, p. 115.

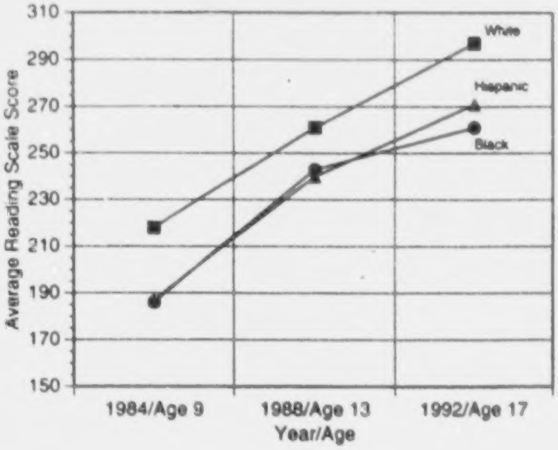
BEST COPY AVAILABLE

Figure 4. Average Reading Scale Scores by Race/Ethnicity for Different Cohorts of Students, 1980-1988 and 1984-1992
NAEP Reading Surveys

a) 1980-1988



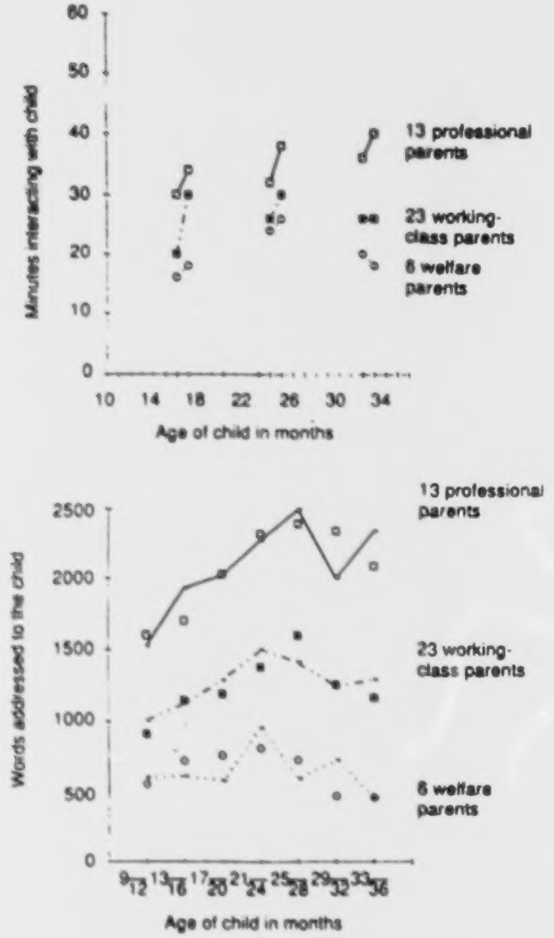
b) 1984-1992



Source: J. R. Campbell et al. (1996). *NAEP 1994 Trends in Academic Progress.* U.S. Department of Education, National Center for Education Statistics. Washington, DC: U.S. Government Printing Office, p. 111.

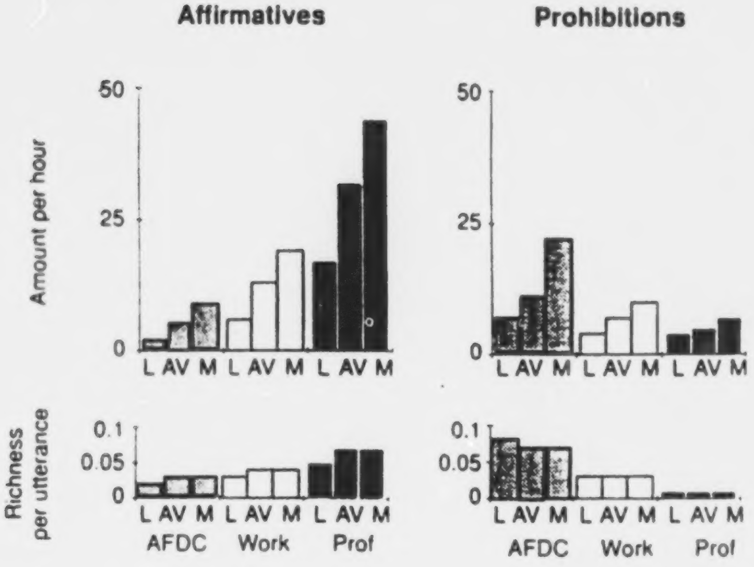
BEST COPY AVAILABLE

Figure 5. Parents' Interactions with Their Children, Ages 10 to 36 Months



Reproduced from: B. Hart. & T. R. Risley (1995). *Meaningful Differences in the Everyday Experience of Young American Children.* Baltimore: Paul H Brookes Publishing Co., Inc., p. 27.

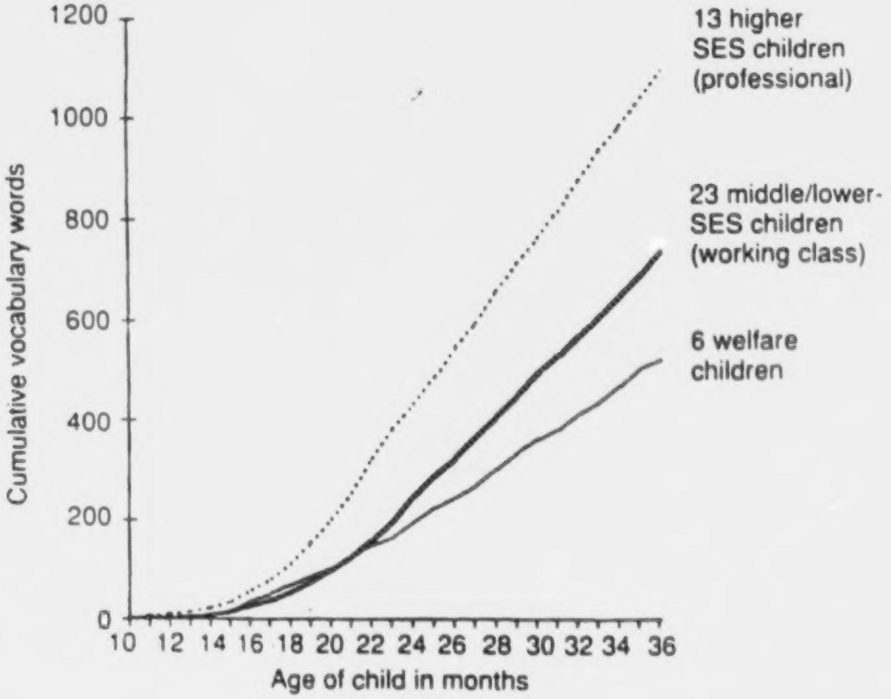
Figure 6. Types of Speech Addressed to Children, Ages 10 to 36 Months, by Three Types of Parents: Welfare (AFDC), Working-Class (Work), and Professional (Prof)



Figures 11 and 12. All the children had more experience with the quality features of language and interaction when their parents talked more (M) than average (AV) and less when their parents talked least (L). (See Appendix B for a detailed explanation of these figures.)

Reproduced from: B. Hart & T. R. Risley (1995). *Meaningful Differences in the Everyday Experience of Young American Children.* Baltimore: Paul H Brookes Publishing Co., Inc., p. 128.

Figure 7. Vocabulary Growth for Children, Ages 10 to 36 Months, from Three SES Levels



Reproduced from B. Hart. & T. R. Risley (1995). *Meaningful Differences in the Everyday Experience of Young American Children.* Baltimore: Paul H Brookes Publishing Co., Inc., p. 47.

Brief Biography

Richard L. Venezky
July, 1997

Richard Venezky is Unidel Professor of Educational Studies and professor of Computer and Information Sciences and of Linguistics at the University of Delaware. He is also the National Research Director for the U.S. Secretary of Education's Initiative on Reading and Writing, Past President of the Reading Hall of Fame (1996-97), and director of computing for the Dictionary of Old English at the University of Toronto. From 1990 until 1995 he was co-director for Research and Development for the National Center on Adult Literacy. Prior to coming to the University of Delaware he was chair of computer sciences at the University of Wisconsin-Madison, and during the 1994-95 academic year he was the Benton Visiting Scholar in Education at the University of Chicago. He holds a B.E.E. degree and an M.A. degree in linguistics from Cornell University, and a Ph.D. in linguistics from Stanford University. Professor Venezky has authored books and journal articles on the design of computer-assisted instruction, English orthography, reading instruction, and the psychology of reading. In addition he has authored and co-authored a number of instructional programs for pre-reading, reading, spelling, and language arts, as well as multimedia materials for reading. His research interests include intelligent instructional systems, human information processing, and literacy.

Richard L. Venezky
Willard Hall Bldg. Room 211
University of Delaware
Newark, DE 19716
302.831.8126 (office)
302.831.6702 (fax)
venezky@udel.edu (email)
http://www.udel.edu/ETL/ (URL)

This statement is to verify that I am not now a principal investigator on any grants given directly by any U. S. Government agency. The last federal grant that I received terminated on October 31, 1995, and was from the Office of Educational Research and Improvement (U.S. Department of Education), to the National Center on Adult Literacy at the University of Pennsylvania. I was Co-Director for Research and Development for that Center and did research from 1991-1995 under a subcontract with the Center.

Richard L. Venezky
Richard L. Venezky
July 7, 1997

Appendix D – Written Statement of Dr. Reid Lyon

Statement of G. Reid Lyon, Ph.D.

Acting Chief
Child Development and Behavior Branch
National Institute of Child Health and Human Development
National Institutes of Health

Before the
Committee on Education and the Workforce
U.S. House of Representatives
Washington, D.C.

Thursday, July 10, 1997

Mr. Chairman and members of the Committee,

I am Dr. Reid Lyon, the Acting Chief of the Child Development and Behavior Branch of the National Institute of Child Health and Human Development (NICHD) at the National Institutes of Health (NIH). I am pleased to have the opportunity to present to you information about the results of the extensive research that our Institute has supported on the process of learning to read in our Nation's schools.

The psychological, social, and economic consequences of reading failure are legion. It is for this reason that the NICHD considers reading failure to reflect not only an educational problem, but a significant public health problem as well. Within this context, a large, well coordinated network consisting of 18 NICHD-supported research sites across the country has been working extremely hard to understand: (1) the critical environmental, experiential, cognitive, genetic neurobiological, and instructional conditions that foster strong reading development; (2) the risk factors that predispose youngsters to reading failure; and (3) the instructional procedures that can be applied to ameliorate reading deficits at the earliest possible time. In some cases, these NICHD studies have been continuously ongoing since 1965. The majority, however, were initiated in the early and mid-1980s with youngsters at five years of age and have studied these children longitudinally over the succeeding years. At one NICHD research site, the children are now young adults (21 years of age), with other sites following cohorts that span from elementary grade age through middle and high school.

Mr. Chairman, some children learn to read and write with ease. Even before they enter school, they have developed an understanding that the letters on a page can be sounded out to make words and some preschool children can even read words correctly that they have never seen before and comprehend what they have read. Research has shown that some of these children, before school, and without any great effort or pressure on the part of their parents, pick up books, pencils, and paper, and they are on their way, almost as though by magic.

However, the magic of this effortless journey into the world of reading is available to only a relatively small percentage of our Nation's children. It is suggested in the research literature that about 50 percent learn to read relatively easily once exposed to formal instruction, and it seems that youngsters in this group learn to read in any classroom, with any instructional emphasis.

Unfortunately, it appears that for about half of our nation's children, learning to read is a much more formidable challenge, and for at least 20 to 30 percent of these youngsters, reading is one of the most difficult tasks that they will have to master throughout their life. As you know, this is very unfortunate because if you do not learn to read and you live in America, you are not likely to make it in life. Consider that reading skill serves as the major avenue to learning about other people, about history and social studies, the language arts, science, mathematics, and the other content subjects that must be mastered in school. When children do not learn to read, their general knowledge, their spelling and writing abilities, and their vocabulary development suffers in kind. Within this context, reading skill serves as the major foundational skill for all school-based learning, and without it, the chances for academic and occupational success are limited indeed. Because of its importance and visibility, particularly during the primary grades, difficulty learning to read squashes the excitement and love for learning that many youngsters have when they enter school. It is embarrassing and even devastating to read slowly and laboriously and to demonstrate this weakness in front of peers on a daily basis. It is clear from our NICHD-supported longitudinal studies that follow good and poor readers from kindergarten into young adulthood that our young poor readers are largely doomed to such failure from the beginning. By the end of the first grade, we begin to notice substantial decreases in the children's self-esteem, self-concept, and motivation to learn to read if they have not been able to master reading skills and keep up with their age-mates. As we follow the children through elementary and middle school grades, these problems compound, and, in many cases, very bright youngsters are unable to learn about the wonders of science, mathematics, literature and the like because they can not read the grade-level textbooks. By high school, these children's potential for entering college has decreased to almost nil, with few choices available to them with respect to occupational and vocational opportunities. These individuals constantly tell us that they hate to read, primarily because it is such hard work, and their reading is so slow and laborious. As an adolescent in one of our longitudinal studies remarked recently, "I would rather have a root canal than read."

While failure to learn to read adequately is much more likely among poor children, among nonwhite children, and among nonnative speakers of English, recent data derived from the 1994 National Assessment of Educational Progress (NAEP) reveals an alarming trend. In the State of California, 59 percent of fourth grade children had little or no mastery of the knowledge and skills necessary to perform reading activities at the fourth grade level, compared to a national average of 44 percent below basic reading levels. Even more alarming is that this evidence of serious reading failure cuts across all ethnic and socioeconomic strata. For example, the 1994 NAEP data summarizing national trends showed that 32 percent of Whites, 72 percent of African-Americans, 67 percent of Hispanics, 23 percent of Asians, 36 percent of Pacific Islanders, and 55 percent of American Indians were reading below basic levels in the fourth grade. Moreover, 32 percent of the fourth grade children across the Nation who were reading below the basic levels were from homes where the parents had graduated from college. These data underscore the fact that reading failure is a serious national problem and can not simply be attributed to poverty, immigration, or the learning of English as a second language.

With this as background, my remaining testimony will address three major questions pertinent to the topic of this hearing. These questions are:

How do children learn to read?

Why are so many children having difficulty learning to read?

How can we help children learn to read?

HOW DO CHILDREN LEARN TO READ?

Understanding How Sounds Are Connected To Print
In general, learning to read the English language is not as easy as conventional wisdom would suggest. Every type of writing system, whether it be a morphosyllabic system as used by the Chinese (where a written symbol represents a whole word) or an alphabetic system that is used in English, Spanish, and Scandinavian languages (to name a few), presents challenges to the beginning reader. In an English alphabetic system, the individual letters on the page are abstract and meaningless, in and of themselves. They must eventually be linked to equally abstract sounds called phonemes, blended together and pronounced as words, where meaning is finally realized. To learn to read English, the child must figure out the relationship between sounds and letters. Thus, the beginning reader must learn the connections between the approximately 44 sounds of spoken English (the phonemes), and the 26 letters of the alphabet. What our NICHD research has taught us is that in order for a beginning reader to learn how to connect or translate printed symbols (letters and letter patterns) into sound, the would-be reader *must* understand that our speech can be segmented or broken into small sounds (phoneme awareness) and that the segmented units of speech can be represented by printed forms (phonics). This understanding that written spellings systematically represent the phonemes of spoken words (termed the alphabetic principle) is *absolutely necessary* for the development of accurate and rapid word reading skills. Unfortunately, children are not born with this insight, nor does it develop naturally without instruction. Hence, the existence of illiterate cultures and of illiteracy within literate cultures. As mentioned earlier in my testimony, some children will discover the alphabetic principle prior to formal instruction by having parents or preschool teachers draw their attention to the connections between letters and sounds. Many children, however, are not afforded such opportunities to learn outside of formal schooling, and, for them, NICHD researchers have found that classroom instruction that explicitly addresses the connections between letters and sounds within a literature-rich classroom environment can make a difference between reading failure and reading success.

Why are phoneme awareness and the development of the alphabetic principle so critical for the beginning reader? Because if children cannot perceive the sounds in spoken words--for example, if they cannot "hear" the "at" sound in "fat" and "cat" and perceive that the difference lies in the first sound, they will have difficulty decoding or "sounding out" words in a rapid and accurate fashion. This awareness of the sound structure of our language seems so easy and commonplace that we take it for granted. But many children do not develop phoneme awareness, and for some interesting reasons that we are now beginning to understand. Unlike writing, the speech we use to communicate orally does not consist of separate sounds in words. For example, while a written word like "cat" has three letter-sound units, the ear hears only one sound, not three, when the word "cat" is spoken aloud. This merging and overlapping of sounds into a sound "bundle" makes oral communication much more efficient. Consider how long it would take to have a conversation if each of the words that we uttered were segmented or "chopped" into their sound structure. In essence we would be spelling aloud the words that we were speaking. From the NICHD studies that were initiated in 1965 to understand how the reading process develops, we now have strong evidence that it is not the ear that understands that a spoken word like "cat" is divided into three sounds and that these discrete sounds can be linked to the letters C-A-T. Rather, we know it is the language systems in the brain that performs this function. In some youngsters, the brain seems to have an easy time processing this type of information. However, in many children that skill is only learned with difficulty, and thus must be taught directly, explicitly, and by an well-prepared and informed teacher. It also has become clear that the development of these critical early reading-related skills, such as phoneme awareness and phonics, are fostered when children are read to at home during the preschool years, when they learn their letter and number names, and when they are introduced at very early ages to concepts of print and literacy activities.

Does this mean that children who have a difficulty understanding that spoken words are composed of discrete individual sounds that can be linked to letters suffer from brain dysfunction or damage? Not at all. It simply means that the neural systems that perceive the phonemes in our language are less efficient in these children than in other children. Other difference in neural efficiency can also be hypothesized to underlie the individual differences that we see every day if we observe people as they attempt to learn any skill such as singing, playing an instrument, constructing a house, painting a portrait, and the like. In some cases, our NICHD studies have taught us that the phonological differences we see in good and poor readers have a genetic basis, although it is important to note that genetic influences in reading can be modified significantly by environmental factors. In other children, the differences seem to be attributable to a lack of exposure to language patterns and literacy-based materials during the critical preschool years. In most cases however, the majority of children can be taught to read with appropriate and timely instruction, if the instruction is presented by properly trained teachers.

As pointed out, the development of phoneme awareness, the development of an understanding of the alphabetic principle, and the translation of these skills to the application of phonics in reading and spelling words are non-negotiable beginning reading skills that *all* children must master in order to understand what they read and to learn from their reading sessions. Printed letters and words are the basic data on which reading depends, and the emerging reader must be able to recognize with accuracy spelling patterns and their mappings to speech. To recapitulate, these skills are supported nicely when children receive an abundance of early literacy experiences in the home and in preschool. But the development of phoneme awareness and phonics, while *necessary*, are *not sufficient* for learning to read the English language so that meaning can be derived from print. In addition to learning how to "sound out" new and/or unfamiliar words, the beginning reader must eventually become proficient in reading at a fast pace larger units of print such as syllable patterns, meaningful roots, suffixes, and whole words.

The Development Of Reading Fluency

While the ability to read words accurately is a necessary skill in learning to read, the speed at which this is done becomes a critical factor in ensuring that children understand what they read. As one child recently remarked, "If you don't ride a bike fast enough, you fall off." Likewise, if the reader does not recognize words quickly enough, the meaning will be lost. Although the initial stages of reading for many students require the sequential learning of phoneme awareness and phonics principles, substantial practice and continual application of those skills, fluency and automaticity in decoding and word recognition must be acquired as well. Consider that a young reader (and even an older reader for that matter) has only so much attentional capacity and cognitive energy to devote to a particular task. If the reading of the words on the page is slow and labored, the reader simply cannot remember what he or she has read, much less relate the ideas they have read about to their own background knowledge. Children vary in the amount of practice that is required for fluency and automaticity in reading to occur. Some youngsters can read a word only once to recognize it again with greater speed; others need 20 or more exposures. The average child needs between four and 14 exposures to automatize the recognition of a new word. Therefore, in learning to read, it is vital that children read a large amount of text at their independent reading level (with 95 percent accuracy), and that the text provide specific practice in the skills being learned. It is also important to note that spelling instruction fosters the development of reading fluency. Through spelling instruction, youngsters receive many examples of how letters represent the sounds of speech and also alert the young reader to the fact that written words are made up of larger units of print (like syllables). This insight lets the developing reader know that word recognition can be accomplished by reading words in larger "chunks" rather than letter-by-letter.

Constructing Meaning From Print

The ultimate goal of reading instruction is to enable children to understand what they read. Again, the development of phoneme awareness, phonics skills, and the ability to read words fluently and automatically are necessary, but not sufficient, for the construction of meaning from text. The ability to understand what is read appears to be based on several factors. Children who comprehend well, seem to be able to activate their relevant background knowledge when reading--that is, they can relate what is on the page to what they already know. Good comprehenders also must have good vocabularies, since it is extremely difficult to understand something you can not define. Good comprehenders also have a knack for summarizing, predicting, and clarifying what they have read, and they frequently use questions to guide their understanding. Good comprehenders are also facile in employing the sentence structure within the text to enhance their comprehension.

In general, if children can read the words on a page accurately and fluently, they will be able to construct meaning at two levels. At the first level, literal understanding is achieved. However, constructing meaning requires far more than literal comprehension. The children must eventually actively guide themselves through text by asking questions like, "Why am I reading this and how does this information relate to my reasons for doing so?," "What is the author's point of view?," " Do I understand what the author is saying and why?," "Is the text internally consistent?," and so on. It is this second level of comprehension that leads readers to reflective, purposeful understanding of the meaning of what they have read.

The development of reading comprehension skills, like the development of phoneme awareness, phonics, and reading fluency, needs to be fostered by highly trained teachers. Recent research shows that the teacher must arrange for opportunities for students to discuss the highlights of what they have read and any difficulties they have had when reading. Because the grammatical structures of written text are more varied and complex than those of casual, oral language (speaking to one another), regular exploration and explicit instruction on formal syntax is warranted. Children's reflections on what they have read can also be directly fostered through instruction in comprehension strategies. These sorts of discussions and activities should be conducted throughout a range of literacy genres, both fiction and nonfiction, and should be a regular component of the language arts curriculum throughout the children's school years.

Other Factors That Influence Learning To Read

Our research continues to converge on the following findings. Good readers are phonemically aware, understand the alphabetic principle, can apply these skills to the development and application of phonics skills when reading and spelling words, and can accomplish these applications in a fluent and accurate manner. Given the ability to rapidly and automatically decode and recognize words, good readers bring strong vocabularies and good syntactic and grammatical skills to the reading comprehension process, and actively relate what is being read to their own background knowledge via a variety of strategies. But what factors can provide a firm foundation for these skills to develop?

It is clear from research on emerging literacy that learning to read is a relatively lengthy process that begins very early in development and clearly before children enter formal schooling. Children who receive stimulating literacy experiences from birth onward appear to have an edge when it comes to vocabulary development, understanding the goals of reading, and developing an awareness of print and literacy concepts. Children who are read to frequently at very young ages become exposed in interesting and exciting ways to the sounds of our language, to the concept of rhyming, and to other word and language play activities that serve to provide the foundation for the development of phoneme awareness. As children are exposed to literacy activities at young ages, they begin to recognize and discriminate letters. Without a doubt, children who have learned to recognize and print most letters as preschoolers will have less to learn upon school entry. The learning of letter names is also important because the names of many letters contain the sounds they most often represent, thus orienting youngsters early to the alphabetic principle or how letters and sounds connect. Ultimately, children's ability to understand what they are reading is inextricably linked to their background knowledge. Very young children who are provided opportunities to learn, think, and talk about new areas of knowledge will gain much from the reading process. With understanding comes the clear desire to read more and to read frequently, ensuring that reading practice takes place.

WHY ARE SO MANY CHILDREN HAVING DIFFICULTIES LEARNING TO READ?

Difficulties learning to read result from a combination of factors. In general, children who are most at-risk for reading failure are those who enter school with limited exposure to language and thus less prior knowledge of concepts related to phonemic sensitivity, letter knowledge, print awareness, the purposes of reading, and general verbal skills, including vocabulary. Children raised in poverty, youngsters with limited proficiency in English, children with speech and hearing impairments, and children from homes where the parent's reading levels are low are clearly at increased risk of reading failure. Likewise, youngsters with subaverage intellectual capabilities have difficulties learning to read. However, it is very important to note that a substantial number of children from highly literate households and who have been read to by their parents since very early in life also have difficulties learning to read.

Given this general background, recent research has been able to identify and replicate findings which point to at least four factors that hinder reading development among children irrespective of their environmental, socioeconomic, ethnic, and biological factors. These four factors include deficits in phoneme awareness and developing the alphabetic principle, deficits in acquiring reading comprehension strategies and applying them to the reading of text, deficits in developing and maintaining the motivation to learn to read, and limitations in effectively preparing teachers.

Deficits In Phoneme Awareness And Developing The Alphabetic Principle

Invariably, it is difficulty linking letters with sounds that is the source of reading problems and children who have difficulties learning to read can be readily observed. The signs of such difficulty are a labored approach to decoding or "sounding" unknown or unfamiliar words and repeated misidentification of known words. Reading is hesitant and characterized by frequent starts and stops and multiple mispronunciations. If asked about the meaning of what has been read, the child frequently has little to say. Not because he or she is not smart enough; in fact, many youngsters who have difficulty learning to read are bright and motivated to learn to read--at least initially. Their poor comprehension occurs because they take far too long to read the words, taxing their memory and leaving little energy for remembering and understanding what they have read.

Unfortunately, there is no way to bypass this decoding and word recognition stage of reading. A deficiency in these skills cannot be appreciably offset by using context to figure out the pronunciation of unknown words. In essence, while one learns to read for the fundamental purpose of deriving meaning from print, the key to comprehension starts with the immediate and accurate reading of words. In fact, difficulties in decoding and word recognition are at the core of most reading difficulties. To be sure, there are some children who can read words accurately and quickly yet do have difficulties comprehending, but they constitute a very small portion of those with reading problems.

If the ability to gain meaning from print is dependent upon fast, accurate, and automatic decoding and word recognition, what factors hinder the acquisition of these basic reading skills? As mentioned above, young children who have a limited exposure to both oral language and print before they enter school are at-risk for reading failure. However, many children with robust oral language experience, average to above intelligence, and frequent interactions with books since infancy show surprising difficulties learning to read. Why?

In contrast to good readers who understand that segmented units of speech can be linked to letters and letter patterns, poor readers have substantial difficulty in developing this "alphabetic principle." The culprit appears to be a deficit in phoneme awareness--the understanding that words are made up of sound segments called phonemes. Difficulties in developing phoneme awareness can have genetic and neurobiological origins or can be attributable to a lack of exposure to language patterns and usage during infancy and the preschool years. The end result is the same, however. Children who lack phoneme awareness have difficulties linking speech sounds to letters--their decoding skills are labored and weak, resulting in extremely slow reading. As mentioned, this labored access to print renders comprehension nearly impossible. Thus, the purpose for reading is nullified because the children are often too dysfluent to make sense out of what they read.

In studying approximately 10,000 children over the past 15 years, NICHD research has documented the following with respect to the role that phonemic awareness plays in the development of phonics skills and fluent and automatic word reading:

1. Phonemic awareness skills assessed in kindergarten and first grade serve as potent predictors of difficulties learning to read. With a test that takes only 15 minutes to administer, we have learned how to measure phonemic awareness skills as early as the beginning of kindergarten, and over the past decade we have refined these tasks so that we can predict with approximately 92 percent accuracy who will have difficulties learning to read.

2. We have learned that the average cost of assessing each child during kindergarten or first grade with the predictive measures is approximately $10 to $15. This cost estimate includes the costs of the assessment materials.

3. We have learned that the development of phonemic awareness is a necessary, but not sufficient, condition for learning to read. A child must integrate phonemic skills into the learning of phonics principles, must practice reading so that word recognition is rapid and accurate, and must learn how to actively use comprehension strategies to enhance meaning.

4. We have begun to understand how neurobiological factors influence how we learn to read. For example, we have learned genetics are involved in learning to read, and this knowledge may ultimately contribute to early identification efforts through the assessment of family reading histories. We have also learned that the environment plays a major role in learning to read and that environmental and genetic factors interact in complex ways yet to be fully understood.

5. We have begun to learn how the brain itself carries out the different steps of the reading process. With new imaging technology, we can now "see" the actual neural systems used when both good and poor readers try to sound out novel words. Differences between neural patterns in these groups of readers may provide new insights into more precise and effective intervention strategies. While these new discoveries are indeed exciting, much research remains to be done in order to interpret the findings appropriately.

6. We are entering very exciting frontiers in understanding how early brain development can provide a window on the reading process. Our studies are helping us understand how specific teaching methods change reading behavior and how the brain changes as reading develops. As we continue to conduct this type of research we are hopeful that this information may help us understand how to best tailor specific teaching strategies to individual children.

7. We have learned that just as many girls as boys have difficulties learning to read. The conventional wisdom has been that many more boys than girls had such difficulties. Now females should have equal access to screening and intervention programs.

8. We have learned that for 85 to 90 percent of poor readers, prevention and early intervention programs that combine instruction in phoneme awareness, phonics, spelling, reading fluency, and reading comprehension strategies provided by well-trained teachers can increase reading skills to average reading levels. However, we have also learned that if we delay early intervention until nine-years-of-age, (the time that most children with reading difficulties first receive services), approximately 75 percent of these children will continue to have difficulties learning to read throughout high school and their adult years. To be clear, while older children and adults can be taught to read, the time and expense of doing so is enormous compared to what is required to teach them when they are five or six years old.

9. We have learned that no single method, approach, or philosophy for teaching reading is equally effective for all children. Rather the key to ensuring that all children reach their potential in learning to read rests with the formal training and experiences that teachers receive in assessing individual differences in learning to read during preschool, kindergarten, and primary grade years; in developing in-depth knowledge about reading development and difficulties; in having a clear understanding of the skills that are critical for learning to read and reading to learn; and having a depth and breadth of knowledge that will allow each teacher to develop tailored reading programs for those children who are having difficulty learning to read. In short, teacher preparation is the key to teaching our Nation's children to read, to learn from reading, and to enjoy reading.

Deficits In Acquiring Reading Comprehension Strategies

Some children encounter obstacles in learning to read because they do not derive meaning from the material that they read. In the upper grades, higher order comprehension skills become paramount for learning. Reading comprehension places significant demands on language comprehension and general verbal abilities. Constraints in these areas will typically limit comprehension. Specifically, deficits in reading comprehension are related to: (1) inadequate understanding of the words used in the text; (2) inadequate background knowledge about the domains represented in the text; (3) a lack of familiarity with the semantic and syntactic structures that can help to predict the relationships between words; (4) a lack of knowledge about different writing conventions that are used to achieve different purposes via text (humor, explanation, dialogue, etc.); (5) a deficit in the verbal reasoning ability which would enable the reader to "read between the lines;" and (6) a lack of the ability to remember verbal information.

If children are not provided early and consistent experiences that are explicitly designed to foster vocabulary development, background knowledge, the ability to detect and comprehend relationships among verbal concepts, and the ability to actively employ strategies to ensure understanding and retention of material, reading failure will occur no matter how robust word recognition skills are.

Our current understanding of how to develop many of these critical language and reasoning capabilities related to reading comprehension is not as well developed as the information related to phoneme awareness, phonics, and reading fluency. We have not yet obtained clear answers with respect to why some children have a difficult time learning vocabulary and how to improve vocabulary skills. Our knowledge about the causes and consequences of deficits in syntactical development is sparse. A good deal of excellent research has been conducted on the application of reading comprehension strategies, but our knowledge of how to help children use these strategies in an independent manner and across contexts is just emerging.

Deficits In Developing And Maintaining The Motivation To Learn To Read

A major factor that limits the amount of improvement that a child may make in reading is related to the motivation to continue the learning process. Very little is known with respect to the exact timing and course of motivational problems in the learning to read process, but it is clear that difficulties in learning to read are very demoralizing to children. In the primary grades, reading constitutes the major portion of academic activities undertaken in classrooms, and children who struggle with reading are quickly noticed by peers and teachers. Although most children enter formal schooling with positive attitudes and expectations for success, those who encounter difficulties learning to read clearly attempt to avoid engaging in reading behavior as early as the middle of the first grade year. It is known that successful reading development is predicated on practice reading, and obviously the less a child practices, the less developed the various reading skills will become. To counter these highly predicable declines in the motivation to learn to read, prevention and early intervention programs are critical. Over time, there will be an inverse relationship between the ease of learning to read and the effort required to learn to read--clearly, the need to exert enormous amounts of effort will take its toll on many would-be, but now discouraged, readers.

Deficits In Effectively Preparing Teachers

As evidence mounts that reading difficulties originate in large part from difficulties in developing phoneme awareness, phonics, spelling skills, reading fluency, and reading comprehension strategies, the need for informed instruction for the millions of children with insufficient reading skills is an increasingly urgent problem. Unfortunately, several recent studies and surveys of teacher knowledge about reading development and difficulties indicate that many teachers are under prepared to teach reading. Most teachers receive little formal instruction in reading development and disorders during either undergraduate and/or graduate studies, with the average teacher completing only two reading courses. Surveys of teachers taking these courses indicate consistently that very few of them have ever observed professors demonstrating instructional reading methods with children; teachers also report that their course work is largely unrelated to actual teaching practices, that the theories they learn are rarely linked to the actual instruction of children, and that the supervision of student teaching and practicum experiences is frequently lacking in consistency and depth. At present, motivated teachers are often left on their own to obtain specific skills in teaching phonemic awareness, phonics, spelling, reading fluency, and comprehension by seeking out workshops or specialized instructional manuals. As we survey teachers perceptions of their preparation, we find consistently that they are "method-driven" rather than conceptually prepared to teach the range of skills required to learn to read.

Clearly teachers instructing youngsters who display reading difficulties should be well versed in understanding the conditions that must be present for children to develop robust reading skills, and be thoroughly trained to assess and identify problem readers at early ages. Unfortunately, many teachers and administrators have been caught between conflicting schools of thought about how to teach reading and how to help students who are not progressing easily. In their reading education, teachers are frequently presented with a "one size fits all" philosophy that emphasizes either a "whole language" or "phonics" orientation to instruction. No doubt, this parochial type of preparation places many children at continued risk for reading failure since it is well established that no reading program should be without all the major components of reading instruction (phoneme awareness, phonics, spelling, fluency, and reading comprehension) and the real question is which children need what, when, for how long, with what type of instruction, and in what type of setting.

It is hard to find disagreement in the educational community that the direction and fabric of teacher education programs in language arts and reading must change. However, bringing about such change will be difficult. In addition, if teacher preparation in the area of language and reading is expected to become more thoughtful and systematic, it is a must that changes be made in how teaching competencies and certification requirements are developed and implemented. Currently in many states, the certification offices within state departments of education do not maintain formal and collaborative relationships with academic departments within colleges of education. Thus, the requirements that a student may be expected to satisfy for a college degree may bear little relationship to the requirements for a teaching certificate, and even more alarming is the fact that many of the requirements are not based upon the best research related to reading development and disorders.

HOW CAN WE HELP CHILDREN LEARN TO READ?

Learning to read is a lengthy and difficult process for many children, and success in learning to read is based in large part on developing language and literacy-related skills very early in life. A massive effort needs to be undertaken to inform parents, and the educational and medical communities of the need to involve children in reading from the first days of life; to engage children in playing with language through nursery rhymes, storybooks, and writing activities; and, as early as possible, to bring to children experiences that help them understand the purposes of reading, and the wonder and joy that can be derived from it. Parents must become intimately aware of the importance of vocabulary development and the use of verbal interactions with their youngsters to enhance grammar, syntax, and verbal reasoning.

Young preschool children should be encouraged to learn the letters of the alphabet, to discriminate letters from one another, to print letters, and to attempt to spell words that they hear. By introducing young children to print, their exposure to the purposes of reading and writing will increase and their knowledge of the conventions of print and their awareness of print concepts will increase.

Reading out loud to children is a proven activity for developing vocabulary growth and language expansion, and plays a causal role in developing both receptive and expressive language capabilities. Reading out loud can also be used to enhance children's background knowledge of new concepts that may appear in both oral and written language. However, we must have a clear understanding that reading aloud to children is a necessary, but not sufficient means to teaching reading skills. Again, the ability to read requires a number of skills that, in most children, must be developed via direct and informed instruction provided by properly prepared teachers.

Our NICHD prevention and early intervention studies in Houston, Texas, Tallahassee, Florida, and Albany, New York, as well as other NIH supported research programs, all speak to the importance of early identification and intervention with children at-risk for reading failure. Procedures now exist to identify such children with good accuracy. This information needs to be widely disseminated to schools, teachers, and parents.

Kindergarten programs should be designed so that all children will develop the prerequisite phonological, vocabulary, and early reading skills necessary for success in the first grade. All children should acquire the ability to recognize and print both upper and lowercase letters with reasonable ease and accuracy, develop familiarity with the basic purposes and mechanisms of reading and writing, and develop age-appropriate language comprehension skills.

Beginning reading programs should be constructed to ensure that adequate instructional time be allotted to the teaching of phonemic awareness skills, phonics skills, the development of spelling and orthographic skills, the development of reading fluency and automaticity, and the development of reading comprehension strategies. *All* of these components of reading are *necessary*, but *not sufficient*, in, and of, themselves. For children demonstrating difficulty in learning to read, it is *imperative* that *each* of these components be taught in an integrated context and that ample practice in reading familiar material be afforded.

A major impediment to serving the needs of children demonstrating difficulties learning to read is current teacher preparation practices. Many teachers lack basic knowledge and understanding of reading development and the nature of reading difficulties. Major efforts should be undertaken to ensure that colleges of education possess the expertise and commitment to foster expertise in teachers at both preservice and in-service levels. Strong competency-based training programs with formal board certification for teachers of reading should be developed.

We need to develop a formal procedure to assess the current status of scientific research-based knowledge relevant to reading development, reading disorders, and the effectiveness of various approaches to teaching children to read. We also need to develop strategies for rapid dissemination of this information to facilitate teacher preparation and effective reading instruction in our Nation's schools. The NICHD is collaborating with the U.S. Department of Education and other agencies to develop a reading research assessment initiative to meet this need. In addition to the assessment and dissemination activities, if warranted, the initiative would recommend a plan for needed additional research regarding early reading development and instruction.

Mr. Chairman and members of the Committee, the NICHD appreciates your interest in, and support for, its productive research on the process of learning to read, and is very pleased to have had this opportunity to report to you on the major findings of that effort. I would be pleased to respond to any questions you may have.

BIOGRAPHICAL SKETCH

G. Reid Lyon, Ph.D.
Chief, Child Development and Behavior Branch
The National Institute of Child Health and Human Development
The National Institutes of Health

Dr. Lyon is a research psychologist and the Chief of the Child Development and Behavior Branch within the National Institute of Child Health and Human Development at the NIH. Within this context he is responsible for the direction, development and management of research programs in learning disabilities, dyslexia, language disorders and disorders of attention, as well as cognitive, social, and affective development and cognitive and developmental neuropsychology. Prior to joining the NIH on a full-time basis in 1991, Dr. Lyon served as an associate professor of neurology at the University of Vermont from 1983 until 1991. He has also served on the faculties of Northwestern University (Evanston, IL) and the University of Alabama - Birmingham. Dr. Lyon received his doctorate with concentrations in neuropsychology and special education from the University of New Mexico in 1978. He completed his internship in developmental neuropsychology at the University of New Mexico Medical Center and served as a research neuropsychologist and professor at the University of Alabama and Northwestern University. He has also taught children with learning disabilities in the public schools and has served as a third grade classroom teacher.

Dr. Lyon has authored, co-authored and edited over 85 journal articles, books, and book chapters addressing learning differences and disabilities in children. His six most recent edited books are Better Understanding Learning Disabilities, Frames of Reference for the Assessment of Learning Disabilities, Attention, Memory and Executive Function, Neuroimaging: A Window on the Neurological Foundations of Learning and Behavior, Developmental Neuroimaging: Mapping the Development of Brain and Behavior, and The Pre-Frontal Cortex: Evolution, Biology, and Behavior. He has served or is presently serving on the editorial boards for the Journal of Learning Disabilities, The Clinical Neuropsychologist, Learning Disabilities Quarterly, Learning Disabilities Research and Practice, the Journal of Consulting and Clinical Psychology. Learning and Individual Differences, Developmental Neuropsychology and the Journal of Experimental and Clinical Neuropsychology.

Dr. Lyon is a member of the American Psychological Association, a fellow of the International Academy for Research in Learning Disabilities, the International Neuropsychological Society, and the Council for Exceptional Children. He is also responsible for translating NIH scientific discoveries relevant to the health and education of children to The United States Congress and other governmental agencies.

BEST COPY AVAILABLE

NICHD RESEARCH PROGRAM IN LEARNING DISABILITIES

BY G. REID LYON, Ph.D. *and*
DUANE ALEXANDER, M.D.

RESEARCH ARTICLES

In 1985, the Health Research Extension Act was passed by Congress and signed into law by the President (Public Law 99-158). This Act mandated the establishment of a Federal Interagency Committee on Learning Disabilities which was charged with the task of making specific recommendations to increase the effectiveness of research in learning disabilities. The National Institute of Child Health and Human Development (NICHD) was selected to lead this effort. The Interagency Committee thus recommended that new research be conducted that was long-term, prospective, longitudinal, and multidisciplinary in nature.

In response to this challenge, the NICHD initiated the development of a collaborative research network that now is composed of five learning disability research centers (LDRCs), four multidisciplinary research programs for the study of dyslexia, and three large research programs devoted to the study of treatment and intervention approaches for language-based reading disabilities. The LDRCs are located at the University of Colorado, Yale University, Johns Hopkins University, Harvard University, and the University of Washington-Seattle. The Dyslexia Research Programs are located at Beth Israel Hospital in Boston, Bowman- Gray School of Medicine in Winston-Salem, Yale University, and the University of Colorado. The three dyslexia treatment research programs are located at Florida State University, the University of Houston, and Georgia State University.

HOW THE PRESENT RESEARCH DIFFERS FROM RESEARCH IN THE PAST

Until 1985, the study of learning disabilities (LD) had not been effectively coordinated. Studies were typically conducted on biased samples, obviously leading to biased results. Specifically, the majority of studies conducted during the 1960s, 1970s, and 1980s were carried out with children (and adults) who had been identified as LD according to widely varying definitions and criteria. For example, studies involving individuals with LD in Iowa would obtain different findings from studies undertaken in Florida, primarily because the samples selected for study were different. The state or local criteria for the identification of LD differed and thus the samples differed. No doubt this haphazard research strategy led to predictable difficulties in replicating and generalizing research findings.

BEST COPY AVAILABLE

In addition, the majority of studies of LD over the past 20 years have attempted to understand the disorder by studying individuals who were grouped according to the vague and ambiguous label "Learning Disabled." This was unfortunate. The LD category is actually composed of seven different types of disabilities, each of which is significantly different from the others. As a number of scientists have recently pointed out, it simply makes little sense to conduct investigations of some broadly defined entity called "learning disability" given what we already know about the differences between the various types of learning disabilities. Thus, the NICHD LD Research Program defines groups specifically in terms of their specific deficit (i.e., reading disability, mathematics disability, etc.) prior to study. By insuring that the research is focused on specific types of LD, rather than the general category, and by conducting investigations in a prospective longitudinal fashion, the NICHD has begun to obtain highly replicable results that have clinical significance.

The longitudinal nature of the NICHD research is of critical importance. In the main, studies are initiated with children before they enter school and the children are then followed and studied as they proceed through school. This research strategy serves as a platform to (1) identify critical learning and behavioral characteristics that may be manifested different ways at different developmental periods, (2) develop early predictors of academic difficulties, (3) map the developmental course of specific types of LD, (4) identify commonly co-occurring disorders and secondary behavioral consequences that develop in response to failure in school, and (5) assess the efficacy of different treatments and teaching methods for the different types of LD.

WHAT HAS BEEN LEARNED?

During the past 10 years, NICHD research has concentrated on reading disabilities as a specific type of LD. This is because reading disabilities are the most common type of LD and clearly the most damaging in terms of an individual's school learning, school adjustment, and occupational and vocational success. By focusing on reading disabilities, NICHD researchers have now been able to replicate several findings related to the etiology (causes), developmental course, cognitive features, and biological characteristics of reading disabilities, as well as to the effectiveness of different treatment/intervention approaches. These findings are summarized below:

- Definitional issues continue to be the single greatest impediment to understanding learning disabilities and to helping children and adults with LD.
- The use of the general term "learning disabilities" in research practice may hinder our ultimate understanding of the causes, developmental courses, and outcomes of the specific types of disabilities subsumed within the LD category. The research community must grapple with the need to address each type of LD in its own right in order to arrive at clear definitional statements and a coherent understanding of etiology, diagnosis, prevention, and treatment. This particular finding does not, in any way, detract from the clear need to continue to use the term learning disabilities in forging public policy and advocating for the millions of individuals whose lives are affected by LD.
- Language-based reading disabilities are the most prevalent type of LD and affect approximately 17% of school-age children to some degree. This type of reading difficulty is typically reflected in inaccurate and slow decoding and word recognition. This laborious reading of single words frequently impedes the individual's ability to comprehend what has been read, even though listening comprehension is adequate.
- While other factors will no doubt be identified as contributing to reading disability, deficits in phonological processing appear to reflect the major impediment to learning to read. Deficits in phonological processing are characterized by difficulties in segmenting syllables and words into constituent sound units called phonemes—in short, there is a difficulty in turning spelling into sounds.
- Deficits in phonological processing can be identified in late kindergarten and first grade, and the presence of these deficits is a strong indicator that difficulties in learning to read will follow.
- Deficits in phonological processing appear to be heritable, as shown in both behavioral and molecular genetic studies. Likewise, language-based reading disabilities are highly related to significant dif-

BEST COPY AVAILABLE

ferences in neural processing.

■ Although we now have the ability to identify children who are at-risk for reading failure, and we now understand some of the instructional conditions that must be considered for teaching, the majority of LD readers are not identified until the third grade. This is apparently too late. Seventy-five percent of children identified after nine years-of-age continue to demonstrate reading difficulties throughout high school.

■ Despite the widely-held belief that boys are more likely to have reading disabilities than girls, research has shown that as many girls as boys have difficulties learning to read. More boys are identified by teachers in school because of their tendency to be more rowdy and active than girls.

■ The most powerful interventions that have been identified for reading disabilities to date consist of a combination of explicit instruction in phonemic awareness, explicit instruction in sound-symbol relationships (phonics), and direct and integrated instruction in text reading and comprehension. This balanced approach appears to be necessary for adults as well as children with reading disabilities.

Deficits in phonological processing appear to reflect the major impediments to learning to read

■ Unfortunately, teachers remain seriously unprepared to address individual differences in many academic skills, but particularly reading. However, teachers cannot be expected to know what they have not been taught. More specifically, current university-based teacher preparation programs have been found to be inadequate for the preparation of teachers to address reading disabilities and other types of LD.

WHAT THE FUTURE HOLDS

During the next five years, the NICHD will continue to conduct prospective longitudinal studies of language and reading disabilities and will expand these programs to include investigations of disabilities in written language, mathematics, and social behavior. In addition, the NICHD research will focus on the study of disorders of attention and the relationship of such disorders to difficulties learning to read, write, and to develop competencies in arithmetic calculation and mathematics reasoning.

The NICHD will also continue to design, conduct, and support neuroimaging and other neurophysiological studies that provide a window on the relationship between the developing brain and the ability to learn. We need to better understand how the brain is organized for complex behaviors, and to know more specifically how the child with learning disabilities and the child without such disabilities differ with respect to central nervous system functioning. Within this context, it is important for us to know how neurophysiological and neuroanatomical differences are related to genetic factors and to environmental influences.

Very importantly, we will be expanding our basic and applied research programs to understand how different treatment and teaching interventions affect well-defined learning deficits in children with learning disabilities. It is critical that we identify the teaching conditions that must be in place in order to help youngsters develop competencies in academic and social skills. We must develop a better understanding about which preventative strategies and/or treatment interventions are most effective for particular types of learners at different stages of development, in different content areas, and in different settings. It is our view that our future ability to prepare professionals to teach children with learning disabilities would necessarily depend on a clear understanding of these conditions. ■

For more information on the NICHD Research Program, contact: Dr. G. Reid Lyon, NICHD/NIH, 6100 Building, Room 4B05, 9000 Rockville Pike, Bethesda, MD 20892.

Editor's Note: Dr. Alexander is Director of the National Institute of Child Health and Human Development (NICHD), National Institutes of Health. Dr. Lyon is Director of Research Programs in Learning Disabilities, Language Disorders, and Disorders of Attention, NICHD.

MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES
RESEARCH REVIEWS 2: 2–9 (1996)

THE CURRENT STATE OF SCIENCE AND THE FUTURE OF SPECIFIC READING DISABILITY

G. Reid Lyon and Vinita Chhabra

National Institute of Child Health and Human Development National Institutes of Health, Bethesda, Maryland (GRL)
and The University of Virginia (VC)

We review critical scientific advances in specific reading disability. We summarize research findings relevant to genetic neurobiological, and cognitive etiologies, as well as data related to early identification, developmental course, and response to treatment intervention. Converging scientific findings are applied to the development of a proposed new definition of dyslexia and future research directions are outlined.

© 1996 Wiley-Liss, Inc.*

MRDD Research Reviews 2: 2–9

Key Words: dyslexia, learning disability, definition, developmental course, neuroimaging, treatment

---

Of all the learning disabilities, reading disabilities have the richest clinical and experimental history. Many sources provide fine-grained analyses of historical and current studies of reading disabilities, including their clinical presentation [Wiederholt, 1974; Liberman, 1989; Shankweiler and Liberman, 1989; Adams, 1990; Doris, 1993], definition and classification [Fletcher and Morris, 1986; Hooper and Willis, 1989; Morris, 1993; Lyon, 1995a, 1995b], neurobiological foundations [Duane, 1991; Duane and Gray, 1991; Hynd et al., 1991; Rumsey, in press], genetic etiology [DeFries and Gillis, 1991; DeFries et al., 1991], and response to treatment [Lyon, 1985a, b; Berninger, 1994; Berninger and Abbot, 1994; Torgesen et al., 1992]. These sources should be consulted for a more comprehensive review of the issues we will discuss here. Readers will note that the terms reading disability and dyslexia are both used in this paper. For the purposes of the discussion, both terms refer to significant deficits in the decoding and recognition of single words [see Lyon, 1995a for a rationale for this criterion].

AMBIGUOUS DEFINITIONS AND THE STATE OF THE SCIENCE IN READING DISABILITY

Despite longstanding recognition of reading disorder as a clinical entity that has significant deleterious effects on children and adults, converging empirical support for reading disability as a valid diagnostic concept has been slow to emerge. The difficulty in establishing a strong empirical scientific base for reading disability can be primarily attributed to the field's recalcitrance in establishing an objective, inclusionary definition and classification system for the disorder [Fletcher and Morris, 1986; Lyon, 1995a, 1995b]. Why is an objective, inclusionary definition so important, and how has the scientific status of the field been hindered in its absence?

As we have pointed out elsewhere [Lyon, 1995a], a precise and inclusionary definition is critical for at least three reasons. First, accurate identification of reading disability requires that the key symptoms and characteristics be specified. Second, treatment of reading disability, including early intervention and general teaching methods, must be based on an informed understanding of the difficulties that impede reading development and mastery for children and adults with the disorder. Third, an operational definition is essential for research purposes. More specifically, without the well-defined subject selection criteria that an operational definition provides, research examining the causes and consequences of reading disability, the existence of different types of the disorder, and the responses of affected individuals to different forms of treatment typically can not be interpreted, replicated, and generalized. From an applied perspective, vague definitions result in capricious clinical decision-making. For example, when definitional criteria are ambiguous and unsupported by research findings, the basis for assigning support services are unclear and numerous inequities exist with respect to who does and does not receive special education. Traditional definitions of reading disability have contributed to the loose conceptual and theoretical thinking about dyslexia.

Historically, early definitions of reading disability or dyslexia have been exclusionary [see Fletcher and Morris, 1986]. Within this context, reading disability is identified if the difficulty in reading exists in the absence of other problems (e.g., mental retardation or sociocultural deprivation) that could lead to it. As Rutter [1978] pointed out, an exclusionary definition "... not only fails to add conceptual clarity, but also implies that dyslexia (or reading disability) cannot be diagnosed in a child from a poor or unconventional background. In short, it suggests that if all the known causes of reading disability can be ruled out, the unknown (in the form of dyslexia) should be invoked" (p. 42).

Address reprint requests to Dr. G. Reid Lyon, 6100 Building, Room [illegible], [illegible] Rockville Pike, Bethesda, MD 20892.

© 1996 Wiley-Liss, Inc. *This article is a US Government work and, as such, is in the public domain in the United States of America.

BEST COPY AVAILABLE

In addition, many early definitions such as those advocated by the United States Office of Education [USOE, 1977], cast the identification of reading disability into the broader category of learning disabilities. As Stanovich [1993] has argued, attempting to define reading disability via the general characteristics set out for the extremely heterogeneous category of learning disabilities will result in vague and ambiguous criteria for subject selection—a process guaranteed to obscure any legitimate scientific discovery about the reading process. It should also be stressed that a number of classification scientists [Fletcher et al., 1993; Lyon, 1995a, 1995b] have pointed out that even domain-specific definitions of reading disability such as those developed for the DSM-IV [APA, 1994] and the ICD-10 Classification of Mental and Behavioural Disorders [World Health Organization, 1993] continue to embody vague criteria that are difficult to operationalize. In addition, these definitions continue to recommend the use of IQ-reading achievement discrepancy data in the diagnostic process—a recommendation that recent research suggests is invalid.

Another issue that has confounded scientific progress in reading disability relates to measurement practices designed to operationalize the construct of unexpected underachievement that is inherent in most definitions of reading disability. Unexpected underachievement in reading simply refers to the notion that deficits in reading are hypothesized to be unexpected, and thus can not be predicted by a child's age, intelligence, other academic abilities, exposure to instruction, or sociocultural opportunities. Typically, IQ-reading achievement discrepancy formulas have been employed to provide an objective analysis of the degree of relationship between individuals' general cognitive ability (i.e., IQ) and their reading performance. The more disparate the two scores, the greater the degree of unexpected underachievement.

For at least two major reasons, an IQ-reading achievement discrepancy is an inappropriate and invalid marker for reading disability. First, it is not clear how IQ-achievement discrepancies are to be operationalized and defined [Lyon, 1987, 1988; Aaron, 1989; Share et al., 1989; Zigmond, 1993]. For example, which IQ score and which IQ measure should be employed? Is the Full Scale IQ the most appropriate metric, or should the Verbal or Performance IQ be used as the measure of aptitude or potential ability to read? In addition, which statistical calculation should be used to derive the degree of unexpected underachievement? Should a difference between IQ and achievement standard (Z) scores be employed or should one apply a formula that derives the difference between expected and actual achievement levels based on the regression of IQ and achievement?

Although these psychometric issues are debated, the second and more important question is whether IQ-achievement discrepancies, no matter how they are measured, tell us anything about reading disability. Apparently they do not. If one defines reading disability as deficits in decoding and recognizing single words, a discrepancy between IQ and reading achievement appears to be an invalid marker. Specifically, children with reading disability who have high IQ scores (discrepant poor readers) do not differ from children with reading disability who have lower intellectual aptitudes (nondiscrepant poor readers) on measures assessing decoding and word recognition skills [Olson et al., 1989; Siegel, 1989; Fletcher, 1992; Fletcher et al., 1994; Francis et al., 1994], phonological skills [Fletcher et al., 1994; Stanovich & Siegel, 1994; Shankweiler et al., 1995], genetic characteristics [Pennington et al., 1992; Pennington, 1995], or neurological characteristics [Stanovich and Siegel, 1994]. Simply put, reading disability involving deficits in reading single words is not correlated in any way with IQ discrepancy. This lack of validity demonstrated for IQ-reading achievement discrepancies does not, at least at this point, obviate the conceptual notion that the reading deficits observed in children with reading disability can be characterized as unexpected. As Stanovich [1991] has pointed out, the critical task will be to identify the most valid predictor of an individual's potential to read at the single-word level. Thus, it is quite possible that reading disability may be characterized by poor decoding and word recognition against a background of other cognitive and academic strengths (e.g., listening comprehension), but not expressed as an IQ-reading achievement discrepancy. Clearly, the state of science in reading disability will be advanced as the issue of unexpected underachievement is clarified.

Traditional definitions of reading disability have contributed to the loose conceptual and theoretical thinking about dyslexia.

SCIENTIFIC PROGRESS AND MOMENTUM IN READING DISABILITY

With the increasing recognition that studies on children identified as having reading disability via exclusionary definitions typically lead to difficulties in replicating results, more recent research efforts have begun to investigate reading difficulties in well-defined samples within the context of prospective, longitudinal designs. In contrast to studies of children in schools and clinics who previously were defined as having reading disability on the basis of inconsistent definitional and diagnostic criteria (i.e., using IQ-reading achievement discrepancies), investigations based on prospective, longitudinal designs can provide an opportunity for the same children to be initially studied as they enter the first grade and then repeatedly observed over time. Thus, there is no need for a priori assumptions about what reading disability is, particularly if children are initially identified during preschool or the first grade, then studied for several years within a wide range of cognitive, linguistic, neurobiological, and genetic contexts. In essence, this type of design allows the researcher to test hypotheses about which classification and definitional criteria are the most valid. Prospective, longitudinal studies of reading disability can therefore serve as a research platform to attain a number of goals, including identification of critical cognitive, academic, and behavioral diagnostic characteristics that may be manifested in different ways at different developmental periods; identification of neurobiological and genetic features that predict reading disability; development of valid early predictors of achievement and underachievement in such components of reading as decoding, word recognition, and comprehension; mapping of the developmental course of reading disability; identification of comorbidities and secondary behavioral consequences that develop in response to reading disability; and assessment of the efficacy of different treatment and intervention methods.

During the past decade, the National Institute of Child Health and Human Development (NICHD) within the National Institutes of Health (NIH) has undertaken a substantial effort to

BEST COPY AVAILABLE

conduct longitudinal research to achieve these goals. Specifically, in addition to a comprehensive 30-year NICHD study of language and reading ability/disability underway since 1966 at the Haskins Laboratory, the NICHD supports Learning Disability Research Centers at Yale University, the University of Colorado, and Johns Hopkins University; Dyslexia Research Projects at the Bowman Gray School of Medicine, Yale University, the University of Colorado, and Beth Israel Hospital/Harvard University; and Reading Disability Treatment/Intervention Research Projects at Florida State University and the University of Houston. Additional Learning Disability Research Centers at the University of Washington, Seattle, and Children's Hospital in Boston (Harvard) came on line in December 1995.

The comprehensive multidisciplinary longitudinal investigations undertaken at these sites (with the exception of those at Beth Israel, which are animal studies) have obtained converging data indicating that deficits in phonological processing reflect a core cognitive deficit in reading disability; that illuminate the neurobiological and genetic underpinnings of phonological deficits; that provide a map of the developmental trajectory of reading disability; and that show, for the first time, how different treatments can alter the course of the disorder [see Lyon, 1995b].

Thus, a science of reading disability is emerging that has its roots in both biology and behavior and that uses the expertise of cognitive neuroscientists, linguists, neurologists, pediatricians, neuropsychologists, radiologists, and educators.

Reading Disability Is a Language-Based Disorder

Data derived from a substantial number of well-designed studies indicates that reading disability typically reflects insufficient phonological processing abilities [Liberman and Shankweiler, 1985; Adams, 1990; Brady & Shankweiler, 1991; Liberman, 1992; Stanovich, 1993; Fletcher et al., 1994; Share and Stanovich, 1995].

A phoneme is the smallest unit of functional sound. Our apprehension of these segments within running speech is made possible by our ability to process phonological information within our brains. Phonological processing has been conceptualized as encompassing at least three different components or skills: phonological awareness, typically assessed by phoneme deletion and rhyming tasks; phonological recoding in lexical access, which can be assessed by rapid naming tasks; and phonetic recoding in working memory, which can be measured by digit- and word-span tasks [for reviews, see Wagner & Torgesen, 1987; Adams, 1990].

Of these three major phonological processing skills, phonological awareness appears to be the most deficient language skill in disabled readers. In a practical sense, phonological awareness is essential in enabling children to map, or translate, printed symbols (letters and letter patterns) to sound. If children cannot perceive the sounds in spoken words—for example, if they cannot "hear" the "at" sound in "fat" and "cat" and perceive that the difference between these sound segments lies in the first sound, they will have difficulty decoding words accurately and fluently [Beck and Juel, 1995].

Thus, a science of reading disability is emerging that has its roots in both biology and behavior and that uses the expertise of cognitive neuroscientists, linguists, neurologists, pediatricians, neuropsychologists, radiologists, and educators.

From an empirical standpoint, there is a wealth of evidence that deficits in phonological awareness not only co-occur with deficits in basic reading skills [Vellutino and Scanlon, 1987; Pratt and Brady, 1988], but that the relationship is, in fact, a causal one, with deficits in phonological awareness impeding the acquisition of reading skills [Wagner and Torgeson, 1987; Catts, 1989; Brady and Shankweiler, 1991; Stanovich, 1993; Olson et al., 1994; Torgesen, 1996]. Indeed, the nature of the English orthography and its alphabetic characteristics rely on this linguistic ability, which allows the reader to segment words into their constituent phonemes. The beginning reader must be conscious of the sound segments in syllables and words and must be able to manipulate them on demand. Such awareness is critical if one wishes to rhyme words, speak in "pig-latin," segment words into syllables and syllables into sounds, and, most importantly, to decode and recognize words accurately, automatically, and fluently. Simply put, limitations in phonological awareness lead to slow, labored, and inaccurate decoding of words, which, in turn, leads to poor reading comprehension [Lyon, 1995a].

Additional candidate linguistic and visual processes have been implicated in reading disability. For example, Wolf and her associates [Wolf et al., 1986; Wolf, 1986, 1991] have argued that reading deficits can also be caused by visual naming-speed deficits, or impairments in precise timing processes underlying rapid retrieval of names for visual symbols. According to Bowers and Wolf [1993], children with both visual naming-speed deficits and phonological deficits are the poorest readers, but children with either deficit alone are significantly less capable in reading than are youngsters who are phonologically adept and rapid namers.

In another line of research, Tallal and her associates [Tallal and Piercy, 1973; Tallal, 1980, 1988] have suggested that the same verbal and nonverbal temporal processing deficits that appear to impede linguistic development in children with language impairment may also be responsible for the reading deficits of children with reading disability. However, we refer readers to Studdert-Kennedy and Mody [in press] for an explanation of some of the difficulties with this research. In short, Studdert-Kennedy and Mody argue that Tallal's interpretation of the data indicating temporal processing deficits in children with reading disability may be confounded by the fact that the children are having difficulty discriminating highly similar tonal and syllabic stimuli rather than difficulties judging their temporal order.

Another potential challenge to a strictly phonological account of reading disability derives from Scarborough's [1990] longitudinal research, which showed that children who would manifest reading deficits by the second grade could be distinguished from their normal-reading age-mates at 30 months of age on a variety of language tasks that assessed, among other abilities, sentence length, semantic knowledge, and syntactical and grammatical complexity. Scarborough's findings suggest that reading disability may be related to a broader language-based deficit that exceeds the boundaries

BEST COPY AVAILABLE

of a specific phonological core deficit. In addition, Lovegrove and his associates [Lovegrove et al., 1987; Martin and Lovegrove, 1988] have adduced data suggesting that a subgroup of children with reading disability read poorly because of deficiencies in rapid visual orthographic processing. These data remain controversial [Vellutino et al., 1994]. Also, the causal linkages between the visual processing deficits and reading disability that Lovegrove described have not yet been firmly established [Hulme, 1988].

Although deficits in visual naming speed, temporal processing, semantic development, syntactic processing, and visual orthographic skills may ultimately be found to exert some independent influences on the developmental reading process, the current evidence remains no more than suggestive. Specifically, the precise role of these deficits, outside of their association with phonology, is not clearly understood [Lyon, 1995a]. At this time, taken together, the data derived from the longitudinal investigations of reading disability strongly indicate that deficits in phonological awareness constitute the major impediment to learning to read. But how do deficits in phonological awareness interfere with the reading process?

THE SINGLE WORD AS THE CRITICAL UNIT OF ANALYSIS

In essence, reading disability can best be observed as a child or adult attempts to read single words, either in list form or in text. As individuals with reading disability read aloud, one typically observes a labored approach to decoding and recognizing single words that is characterized by hesitations, mispronunciations, and multiple attempts to "sound out" the word. If asked about the meaning of what they have read, the individuals frequently do not know: most of their cognitive resources have been deployed toward deciphering the words. There is no way to bypass this word-recognition stage of reading, and context is of little help [Adams and Bruck, 1995; Beck and Juel, 1995]. In fact, attempting to use context as a strategy to aid the recognition of unknown words actually hampers rather than helps individuals with reading disability because they allocate even more effort to decoding at the expense of comprehension [Stanovich, 1994]. Memorizing each word in the English language as a whole is impossible, given the sheer number of words. Unless would-be-readers learn to decode and recognize single words rapidly, accurately, and fluently, information will not be easily available to them through print.

This description of reading disabled individuals attempting to read reflects three well-replicated scientific findings. First, although reading is a meaning-driven activity, the key to meaning for proficient readers starts with the immediate and accurate recognition of a single written word [Adams, 1990; Adams and Bruck, 1995; Beck and Juel, 1995]. This finding is one of the most robust in the reading, cognitive, and developmental literatures; it has been obtained by research teams in the United States [Felton and Brown, 1989; Olson, et al., 1989; Fletcher et al., 1994; Olson et al., 1994; Vellutino et al., 1994], Canada [Lovett, 1987; Lovett et al., 1988; Bruck, 1988, 1990, 1992; Siegel, 1989; Stanovich, 1991, 1992, 1993, 1994], Great Britain [Goswami and Bryant, 1990; Snowling, 1990], and New Zealand [Tunmer & Nesdale, 1985; Tunmer and Hoover, 1993]. Although this discovery may appear to be at odds with the argument that reading comprehension is the most salient ability in reading development [Goodman, 1986; Smith, 1971], comprehension depends on the ability to decode and recognize single words rapidly and accurately [see Stanovich, 1994 for an excellent discussion of this point].

Unless would-be-readers learn to decode and recognize single words rapidly, accurately, and fluently, information will not be easily available to them through print.

Children and adults with reading disability are not impaired in their ability to use contextual clues to aid in word recognition. In fact, children with reading disability consistently have been found to rely more than do skilled readers on the semantic clues available in print to assist them in decoding unknown words [Perfetti, 1985; Bruck, 1990]. Unfortunately, as noted previously, this compensatory device actually impedes the efforts of individuals with reading disability and further reduces speed and automaticity in reading. In short, the locus of difficulty for children with reading disability involves acquisition of the skills necessary to read single words.

Deficits in single word decoding and word recognition reflect the specific impact of the deficits in phonological awareness discussed earlier. Difficulties in understanding that phonological segments can be mapped onto letters and letter patterns are a function of the child not understanding that syllables and words are composed of constituent sounds (phonemes) and that these segments can be parsed according to their acoustic boundaries. For individuals with reading disability, this metalinguistic awareness that words have parts is difficult to understand because the phonemes within syllables and words cannot be heard by the ear [Liberman et al., 1967; Liberman, 1992]. Rather, phonological awareness is made possible by the intact functioning of the brain. In many individuals with reading disability, the brain is not processing specific types of linguistic information in an efficient manner.

THE GENETICS AND NEUROBIOLOGY OF READING DISABILITY

Several papers in this issue address the genetic and neurophysiological substrates of reading disability, but we include a brief overview to emphasize the substantial contributions that behavioral and molecular genetics, neuropsychology, and neuroimaging have made to establishing a science of reading disability. During the past twenty years, a wealth of evidence has been obtained suggesting that reading disability aggregates in families, is heritable, and probably reflects autosomal dominant transmission [see Pennington, 1995, for a comprehensive review]. In addition, recent studies using genetic linkage analyses suggest that there are effects of major genetic loci on the transmission of phonological deficits and subsequent reading problems [Cardon et al., 1994; Pennington, 1995].

The specific mechanisms by which genetic factors operate to predispose someone to reading disability are not yet clear. As Pennington [1995] suggests, it is possible that genetic alterations in dyslexia alter or constrict the range of neural development and, perhaps, produce "hardwired" aberrations in the neural tissue substrate [for examples of the neuroanatomical correlates of reading disability, see Galaburda and Kemper,

BEST COPY AVAILABLE

1979; Rumsey et al., 1986; Galaburda, 1988, 1991; Hynd et al., 1991; Rumsey et al., in press]. It has been hypothesized that such changes in dynamic neural development can compromise emerging neural systems, typically within the left cerebral hemisphere, which are involved in accessing and interpreting linguistic information. For example, previous and ongoing research suggests that poor phonological processing is associated with atypical cortical activation in the left temporal region, as indicated in studies of regional cerebral blood flow [Wood, 1990; Wood et al., 1991]. A number of recent studies employing positron emission tomography (PET) [Rumsey et al., 1995; Rumsey, in press] suggest that the phonological deficits in reading disability are strongly related to decreased activation of the left temporoparietal and superior temporal cortex. Additional functional neuroimaging work [Shaywitz et al., 1995; Shaywitz et al., in press] has shown that anterior regions of the brain are also activated during the performance of a rhyming or phonological task. These findings are important because they demonstrate the utility and precision of noninvasive functional neuroimaging methods that can be used safely with children.

Given the experimental nature of the current neuroimaging research involving children and adults with reading disability, caution should be exercised in interpreting the results at this time. Nevertheless, the technological explosion in the development of neuroimaging methods and instruments, coupled with improvements in task-activation paradigms, bodes favorably for scientific understanding of the neurobiological foundations of reading development and disability. For comprehensive reviews of these advances, see Lyon and Rumsey [in press], Thatcher et al. [in press], and Krasnegor et al. [in press] for comprehensive recent reviews of these advances.

THE ISSUE OF CORMORBIDITY

As we have pointed out, converging data have clearly shown that the linguistic abilities causally related to learning to read involve phonology, with deficits in phonological awareness best predicting poor reading behavior at the single-word level [Wagner and Torgesen, 1987; Ball and Blachman, 1991; Torgesen, 1988; Catts, 1989; Juel, 1988; Cunningham, 1990; Kahmi et al., 1990]. It is important to note that phonologically based reading disability can co-occur with other linguistic/cognitive deficits as well as with attention-deficiet disorder (ADD). Within the linguistic domain, it is highly possible that the phonological deficit is also the etiological culprit in the development of abilities in spelling and written expression [Ehri, 1989; Moats, 1994; Fowler and Liberman, 1995]. Specifically, deficits in spelling and writing typically share some of the same core deficiencies in phonology [Lindamood, 1994], as do more general deficits in many levels of oral language [Scarborough, 1990; Johnson, 1994].

In contrast, even though reading disability and ADD frequently co-occur in both referred samples (40% co-morbidity) and nonreferred epidemiological samples (15% co-morbidity) [Shaywitz et al., 1994] the two disorders are distinct and separable. Reading disability is most highly associated with deficits in phonological awareness; the effects of ADD on cognitive functioning are variable, with primary deficits in rote verbal learning and memory and limited association with retrieval and phonological deficits [Wood et al., 1991; Ackerman et al., 1994]. Although reading disability and ADD reflect different etiologies, it is clear that ADD exacerbates the severity and cognitive morbidity of reading disability [Wood et al., 1991].

> ***During the past twenty years, a wealth of evidence has been obtained suggesting that reading disability aggregates in families, is heritable, and probably reflects autosomal dominant transmission.***

The development of any biological and cognitive science of reading disability requires that distinctions and interrelationships between different types of disorders be identified and clarified. The failure to develop classifications that account for co-morbidity has been an important factor in our persistent difficulties in establishing a reliable and valid definition of reading disability or dyslexia [Fletcher and Morris, 1986; Fletcher et al., 1993]. The state of the science in this regard is rapidly improving.

ADVANCES IN TREATMENT INTERVENTION RESEARCH

The finding that reading disability frequently is related to and, probably, caused by deficits in phonological awareness has provided a strong empirical foundation for the conduct of treatment intervention studies. Because phonological deficits can be identified in kindergarten and first grade [Blachman, 1991], systematic studies of the effects of early interventions can be conducted. Within this context, a number of well-designed longitudinal treatment or intervention studies have been conducted during the past five years by Blachman and her associates [Ball and Blachman, 1991; Blachman, 1991; Blachman et al., 1994], Torgesen and his group [Torgesen et al., 1992, 1994, in press], and Foorman [1995]. The data from these studies indicates that children with phonologically based reading disability require treatment programs composed of direct and explicit instruction in phonemic awareness combined with instruction to develop sound-symbol relationships via synthetic phonics instructional methods. It should be noted however, that all the research groups cited here have found that even with highly intensive and informed instruction, a number of children are resistent to the treatments given. This consistent finding points out the stability of severe deficits in phonological processing skills, as well as the need to examine the ways in which additional child characteristics (such as home and family background, demographic variables, and linguistic and dialectical characteristics) interact with specific treatment methods and approaches. What is clear from both the epidemiological and treatment studies is that early identification and early intervention are critical to helping children with reading disability gain facility in reading. As Shaywitz et al. [1994] have reported, if youngsters with reading disability are not identified and provided with intervention before reaching nine years of age, at least 74% of them will remain disabled throughout their high school years.

FUTURE RESEARCH DIRECTIONS

We have addressed the role of definition in the conduct of science in the area of reading disability and, in particular, the role that poorly constructed definitions have played in our persistent inability to unravel the mysteries of reading disability. Perhaps the best example of the current state of science relating to reading

BEST COPY AVAILABLE

disability can be found in the new definition of dyslexia proposed by the Orton Dyslexia Society discussed in detail by Lyon [1995a]. The new definition is as follows:

> Dyslexia is one of several distinct learning disabilities.
>
> It is a specific language-based disorder of constitutional origin characterized by difficulties in single word decoding, usually reflecting insufficient phonological processing. These difficulties in single word decoding are often unexpected in relation to age and other cognitive and academic abilities; they are not the result of generalized developmental disability or sensory impairment. Dyslexia is manifest by variable difficulty with different forms of language, often including, in addition to problems reading, a conspicuous problem with acquiring proficiency in writing and spelling.

We cite this definition to underscore the scientific progress that has been made in our understanding of reading disability (dyslexia) during the past decade. In contrast to previous definitions, this one is inclusionary rather than exclusionary. It makes explicit, operational data-based statements about the phenotypic expression of reading disability (deficits in single word decoding); the proximal cause of such deficits (insufficient phonological processing); the genetic and biological underpinnings of the disorder (language-based disorder of constitutional origin); and its clinical presentation (unexpected in relation to age and other cognitive and academic abilities). In its last sentence, this definition also addresses the issue of co-morbidity, and is careful to limit exclusionary statements to only those conditions that have a distinctly different etiology (generalized developmental disability or sensory impairment). It is most important to note that the definition has evolved directly from replicated research efforts. Certainly, the criteria specified in this definition are dynamic and subject to modification as new data become available. However, if science continues to prevail, any additions or modifications will be data-driven rather than policy-driven.

Future research efforts at the NICHD will continue to concentrate on the development of a valid and operational classification system for reading disability. In addition, emphasis is being placed on the development of instruments and intervention programs that will have the highest probability of success in identifying at-risk children and applying efficacious treatment intervention programs. Substantial energy will be devoted to the application and interpretation of noninvasive structural and functional neuroimaging modalities to achieve better understanding of the linkages that exist among genotype, brain, and phenotype. The information derived from these research initiatives will be used to close the gap between observing and appropriately addressing the learning needs of children and adults with reading disability. ■

REFERENCES

Ackerman PT, Dyckman RA, Ogelsby DM et al. (1994): EEG power spectra of children with dyslexia, slow learners, and normally reading children with ADD during verbal processing. J Learn Disabil 27:619–630.

Adams MJ (1990): Beginning to Read: Thinking and Learning About Print. Cambridge, MA: MIT Press.

Adams MJ, Bruck M (1995): Resolving the great debate. Am Educ 19:7–12.

Aaron PG (1989): Qualitative and quantitative differences among dyslexic, normal, and nondyslexic poor readers. Read Writing: Interdisciplinary J 1:291–308.

American Psychiatric Association (1994). Diagnostic and Statistical Manual of Mental Disorders (4th Ed rev). Washington, DC: American Psychiatric Press.

Ball EW, Blachman BA (1991): Does phoneme awareness training in kindergarten make a difference in early word recognition and developmental spelling? Read Res Q 26:49–66.

Beck IL, Juel C (1995): The role of decoding in learning to read. Am Educ 19:8–12.

Berninger VW (1994): Reading and Writing Acquisition: A Developmental Neuropsychological Perspective. Dubuque, IA: Brown and Benchmark.

Berninger VW, Abbott RD (1994): Re-defining learning disabilities: Moving beyond aptitude-achievement discrepancies to failure to respond to validated treatment protocols. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul H. Brookes, pp 163–184.

Blachman BA (1991): Getting ready to read. In Kavanagh JF (ed): The Language Continuum: From Infancy to Literacy. Parkton, MD: York Press, pp 41–62.

Blachman BA, Ball EW, Black RS et al. (1994): Kindergarten teachers develop phoneme awareness in low-income, inner-city classrooms. Does it make a difference? Read Writing 6:1–18.

Bowers P, Wolf M (1993): Theoretical links among naming speed, precise timing mechanisms, and orthographic skill in dyslexia. Read Writing 5:69–86.

Brady SA, Shankweiler D (eds) (1991): Phonological Processes in Literacy: A Tribute to Isabelle Y. Liberman. Hillsdale, NJ: Erlbaum.

Bruck M (1988): The word recognition and spelling of dyslexic children. Read Res Q 23:51–69.

Bruck M (1990): Word-recognition skills of adults with childhood diagnoses of dyslexia. Dev Psychol 26:439–454.

Bruck M (1992): Persistence of dyslexic's phonological awareness deficits. Dev Psychol 28:874–886.

Cardon LR, Smith SD, Fulker DW et al. (1994): Quantitative trait locus for reading disability on chromosome 6. Science 266:276–279.

Catts H (1986): Speech production/phonological deficits in reading-disordered children. J Learn Disabil 19:504–508.

Cunningham AE (1990): Explicit versus implicit instruction in phonemic awareness. J Exp Child Psychol 50:429–444.

DeFries JC, Gillis JJ (1991): Etiology of reading deficits in learning disabilities: Quantitative genetic analysis. In Obrzut JE, Hynd GW (eds): Neuropsychological Foundations of Learning Disabilities: A Handbook of Issues, Methods, and Practice. New York: Academic Press, pp 29–48.

DeFries JC, Olson RK, Pennington BF et al. (1991): Colorado reading project: An update. In Duane D, Gray DB (eds), The Reading Brain: The Biological Basis of Dyslexia. Parkton, MD: York Press, pp 53–87.

Doris JL (1993): Defining learning disabilities: A history of the search for consensus. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Education and Public Policies. Baltimore: Paul H. Brookes, pp 97–116.

Duane DD (1991): Biological foundations of learning disabilities. In Obrzut JE, Hynd GW (eds): Neuropsychological Foundations of Learning Disabilities: A Handbook of Issues, Methods, and Practice. New York: Academic Press, pp 7–28.

Duane DD, Gray DB (eds) (1991): The Reading Brain: The Biological Basis of Dyslexia. Parkton, MD: York Press.

Ehri LC (1989): The development of spelling knowledge and its role in reading acquisition and reading disability. J Learn Disabil 22:349–364.

Felton RH, Brown IS (1991): Neuropsychological prediction of reading disabilities. In Obrzut JE, Hynd GW (eds): Neuropsychological Foundations of Learning Disabilities: A Handbook of Issues, Methods, and Practice. New York: Academic Press, pp 387–410.

Fletcher JM (1992): The validity of distinguishing children with language and learning disabilities according to discrepancies with IQ: Introduction to the special series. J Learn Disabil 25:546–548.

Fletcher JM, Francis DJ, Rourke BP et al. (1993): Classification of learning disabilities: Relationships with other childhood disorders. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Education and, Public Policies. Baltimore: Paul H. Brookes, pp 27–55.

Fletcher JM, Morris R (1986): Classification of disabled learners: Beyond exclusionary definitions. In Ceci SJ (ed): Handbook of Cognitive, Social, and Neuropsychological Aspects of Learning Disabilities. Vol I. Hillsdale, NJ: Erlbaum, pp 55–80.

Fletcher JM, Shaywitz SE, Shankweiler D et al. (1994): Cognitive profiles of reading disability: Comparisons of discrepancy and low achievement definitions. J Educ Psychol 86:6–23.

Francis DJ, Shaywitz SE, Stuebing KK et al. (1994): Measurement of change: Assessing behavior over time and within a developmental context. In Lyon GR (ed) Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul H. Brookes, pp 29–58.

Foorman BR, Francis DJ, Shaywitz SE et al. The case for early reading intervention. In Blachman B (ed): Cognitive and Linguistic Foundations of Reading Acquisition: Implications for Intervention. Hillsdale, NJ: Erlbaum, in press.

Fowler A, Liberman IY (1995): The role of phonology and orthography in morphological awareness. In Feldman ed: Morphological Aspects of Language Processing. Hillsdale, NJ: Erlbaum, pp 56–79.

Galaburda AM (1988): The pathogenesis of childhood dyslexia. In Plum F (ed): Language, Communication, and the Brain. New York: Raven Press, pp 26–42.

Galaburda AM (1991): Anatomy of dyslexia: Argument against phrenology. In Duane DD, Gray DB (eds): The Reading Brain: The Biological Basis of Dyslexia. Parkton, MD: York Press, pp 119–132.

Galaburda AM, Kemper TL (1979): Cytoarchitectonic abnormalities in developmental dyslexia: A case study. Ann Neurol 6:94–100.

Goodman K (1986): What's Whole About Whole Language. Portsmouth, NH: Heinemann.

Goswami U, Bryant PE (1990): Phonological Skills and Learning to Read. Hillsdale, NJ: Erlbaum.

Hinshelwood J (1895): Word-blindness and visual memory. Lancet 2:1564–1570.

Hooper SR, Willis GT (1989): Learning Disability Subtyping: Neuropsychological Foundations, Conceptual Models, and Issues in Clinical Differentiation. New York: Springer-Verlag.

Hulme C (1988): The implausibility of low-level visual deficits as a cause of children's reading deficits. Cogn Neuropsychol 5:369–374.

Hynd GW, Semrud-Clikeman M, Lyytinen H (1991): Brain imaging in learning disabilities. In Obrzut JE, Hynd GW (eds), Neuropsychological Foundations of Learning Disabilities. New York: Academic Press, pp 475–512.

Jackson, E. (1906). Developmental alexia. American Journal of Medical Science, 131, 843–849.

Johnson DJ (1994): Measurement of listening and speaking. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul H. Brookes, pp 203–228.

Juel C (1988): Learning to read and write: A longitudinal study of 54 children from first through fourth grades. J Educ Psychol 80:437–447.

Kamhi AG, Catts H, Mauer JD (1990): Explaining speech production deficits in poor readers. J Learn Disabil 23:632–636.

Krasnegor NA, Lyon GR, Goldman-Rakic P (eds) The Pre-Frontal Cortex. Baltimore: Paul H. Brookes, in press.

Liberman AM (1992): The relation of speech to reading and writing. In Frost R, Katz L (eds): Orthography, Phonology, Morphology, and Meaning. New York: Elsevier, pp 167–178.

Liberman AM, Cooper FS, Shankweiler D et al. (1967): Perception of the speech code. Psychol Rev 74: 431–461.

Liberman IY, Shankweiler D (1985): Phonology and the problems of learning to read and write. Remedial Special Educ 6:8–17.

Lindamood PC (1994): Issues in researching the link between phonological awareness, learning disabilities, and spelling. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul H. Brookes, pp 351–374.

Lovegrove W, Martin F, Slaghuis W (1986): A theoretical and experimental case of a visual deficit in specific reading disability. Cogn Neuropsychol 3:225–267.

Lovett MW (1987): A developmental approach to reading disability: Accuracy and speed criteria of normal and deficient reading skill. Child Dev 58:234–260.

Lovett MW, Ransby MJ, Barron RW (1988): Treatment, subtype, and word type effects in dyslexic children's response to remediation. Brain Lang 34:328–349.

Lyon GR (1985a): Educational validation studies of learning disability subtypes. In Rourke BP (ed): Neuropsychology of Learning Disabilities: Essentials of Subtype Analysis. New York: Guilford Press, pp 228–256.

Lyon GR (1985b): Identification and remediation of learning disability subtypes: Preliminary findings. Learn Dis Focus 1:21–35.

Lyon GR (1987): Learning disabilities research: False starts and broken promises. In Vaughn S, Bos C (eds): Research in Learning Disabilities: Issues and Future Directions. San Diego: College-Hill Press, pp 69–85.

Lyon GR (1988): The concept of severe discrepancy in the diagnosis of learning disabilities: Theoretical, developmental, psychometric, and educational implications. Learn Disabil Res 3: 9–11.

Lyon GR (1995a): Toward a definition of dyslexia. Ann Dyslexia 45:3–27.

Lyon GR (1995b): Research initiatives in learning disabilities: Contributions from scientists supported by the National Institute of Child Health and Human Development. J Child Neurol 10:120–126.

Lyon GR: Learning disabilities. In Marsh E, Barkley R (eds): Childhood Psychopathology. New York: Guilford Press, in press.

Lyon GR, Moats LC (1993): An examination of research in learning disabilities: Past practices and future directions. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Education and Public Policies. Baltimore: Paul H. Brookes, pp 1–14.

Lyon GR, Rumsey J: Neuroimaging: A Window to the Neurological Foundations of Learning and Behavior in Children. Baltimore: Paul H. Brookes, in press.

Martin F, Lovegrove W (1988): Uniform and field flicker in control and specifically-disabled readers. Perception 17:203–214.

Moats LC (1994): Assessment of spelling in learning disabilities research. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul H. Brookes, pp 333–350.

Moats LC, Lyon GR (1993): Learning disabilities in the United States: Advocacy, science, and the future of the field. J Learn Disabil 26:282–294.

Morgan WP (1896): A case of congenital word blindness. Br Med J 2:1378.

Morris R (1993): Issues in empirical versus clinical identification of learning disabilities. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Education and Public Policies. Baltimore: Paul H Brookes, pp 73–94.

Morris R, Fletcher JM (1988): Classification in neuropsychology: A theoretical framework and research paradigm. J Clin Exp Neuropsychol 10:640–658.

Olson R, Wise B, Conners F et al. (1989): Specific deficits in component reading and language skills: Genetic and environmental influences. J Learn Disabil 22:339–348.

Olson R, Forsberg, Wise B et al. (1994): Measurement of word recognition, orthographic, and phonological skills. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Assessment Issues. Baltimore: Paul H. Brookes, pp 243–278.

Orton S (1928): Specific reading disability: Strephosymbolia. JAMA 90:1095–1099.

Pennington BF (1995): Genetics of learning disabilities. J Child Neurol 10:69–77.

Pennington BF, Gilger JW, Olson RK et al. (1992): The external validity of age-versus IQ-discrepancy definitions of reading disability: Lessons from a twin study. J Learn Disabil 25:562–573.

Perfetti CA (1985): Reading Ability. New York: Oxford University Press.

Pratt AC, Brady S (1988): Relation of phonological awareness to reading disability in children and adults. J Educ Psychol 80:319–323.

Rumsey J: The neuroimaging of developmental dyslexia: A review and conceptualization. In Lyon GR, Rumsey JM (eds): Neuroimaging: A Window to the Neurobiological Foundations of Learning and Behavior in Children. Baltimore: Paul H. Brookes, in press.

Rumsey JM, Casanova M, Mannheim GB et al. Corpus callosum morphology as measured with MRI, in dyslexic men. Biol Psychiatry, in press.

Rumsey J, Dorwart R, Vermess M et al. (1986): Magnetic resonance imaging of brain anatomy in severe developmental dyslexia. Arch Neurol 43:1045–1046.

Rumsey JM, Nace K, Andreason P (1995): Phonologic and orthographic components of reading imaged with PET. J Int Neuropsychol Soc 1:180.

Rutter M (1978): Dyslexia. In Benton AL, Pearl D (eds): Dyslexia: An Appraisal of Current Knowledge. New York: Oxford University Press, pp 3–23.

Scarborough HS (1990): Very early language deficits in dyslexic children. Child Dev 61:1728–1743.

Shankweiler D, Crain S, Katz L et al. (1995): Cognitive profiles of reading-disabled children: Comparison of language skills in phonology, morphology, and syntax. Psychol Sci 6:149–156.

Shankweiler D, Liberman IY (eds) 1989: Phonology and Reading Disability. Ann Arbor: The University of Michigan Press.

Share DL, McGee R, Silva P (1989): IQ and reading progress: A test of the capacity notion of IQ. J Am Acad Child Adolesc Psychiatry 28:97–100.

Share DL, Stanovich KE (1995): Cognitive processes in early reading development: Accommodating individual differences into a mode of acquisition. Issues Educ: Contrib Educ Psychol 1:1–57.

Shaywitz SE, Escobar MD, Shaywitz BA et al. (1992): Evidence that dyslexia may represent the lower tail of the normal distribution of reading ability. N Engl J Med 326:145–150.

Shaywitz BA, Fletcher JM, Holahan JM et al. (1992): Discrepancy compared to low achievement definitions of reading disability: Results

BEST COPY AVAILABLE

of the Connecticut longitudinal study. J Learn Disabil 25:639–648.

Shaywitz BA, Fletcher JM, Shaywitz SE (1994): Issues in the definition and classification of attention deficit disorder. Top Lang Disord 14:1–25.

Shaywitz BA, Shaywitz SE, Pugh K et al. (1995): Sex differences in the functional organization of the brain for language. Nature 373:607–610.

Shaywitz SE, Rumsey J, Shaywitz BA et al. The neurobiology of developmental reading disorders as viewed through the lens of neuroimaging technology. In Lyon GR, Rumsey J (eds): Neuroimaging: A Window to the Neurological Foundations of Brain and Behavior in Children. Baltimore: Paul H. Brookes, in press.

Siegel LS (1989): IQ is irrelevant to the definition of learning disabilities. J Learn Disabil 22:469–478.

Smith F (1971): Understanding Reading: A Psycholinguistic Analysis of Reading and Learning to Read. New York: Holt, Rinehart, and Winston.

Snowling M (1990): Dyslexia: A Cognitive Developmental Perspective. Oxford: Basil Blackwell.

Stanovich KE (1991): Word recognition: Changing perspectives. In Kamil ML, Mosenthal P, Pearson D (eds): Handbook of Reading Research, Vol 2. New York: Longman, pp 307–342.

Stanovich KE (1992): Speculations on the causes and consequences of individual differences in early reading acquisition. In Gough P, Ehri L, Trieman R (eds): Reading Acquisition. Hillsdale, NJ: Erlbaum, pp 307–342.

Stanovich KE (1993): The construct validity of discrepancy definitions of reading disability. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Public Policies. Baltimore: Paul H. Brookes, pp 273–308.

Stanovich KE (1994): Romance and reality. Read Teacher 47:280–291.

Stanovich KE, Siegel LS (1994): Phenotypic performance profile of children with reading disabilities: A regression-based test of the phonological-core variable-difference model. J Educ Psychol 86:24–53.

Studdert-Kennedy M, Mody M: Auditory temporal perception deficits in the reading-impaired: A critical review of the evidence. Psychonomic Bull Rev, in press.

Tallal P (1980): Auditory temporal perception, phonics, and reading disabilities in children. Brain Lang 9:182–198.

Tallal P (1988): Developmental language disorders. In Kavanagh JF, Truss TJ (eds): Learning Disabilities: Proceedings of the National Conference. Parkton, MD: York Press, pp 181–272.

Tallal P, Piercy M (1973): Defects of non-verbal auditory perception in children with developmental aphasia. Nature 241:468–469.

Thatcher R, Lyon GR, Rumsey J et al. Developmental Neuroimaging: Mapping the Development of Brain and Behavior. New York: Academic Press, in press.

Torgesen JK (1996): A model of memory from an information processing perspective: The special case of phonological memory. In Lyon GR, Krasnegor NA (eds): Attention, Memory, and Executive Function. Baltimore: Paul H. Brookes, pp 157–184.

Torgesen JK (1988): Discussion. In Kavanagh JF, Truss T (eds): Learning Disabilities: Proceedings of the National Conference. Parkton, MD: York Press, pp 174–180.

Torgesen JK, Morgan S, Davis C (1992): The effects of two types of phonological awareness training on word learning in kindergarten children. J Educ Psychol 84: 364–370.

Torgesen JK, Wagner RK, Rashotte CA (1994): Longitudinal studies of phonological processing and reading. J Learn Disabil 27: 276–286.

Torgesen JK, Wagner, RK, Rashotte CA. Approaches to the prevention and remediation of phonologically based reading disabilities. In Blachman BA (ed): Cognitive and Linguistic Foundations of Reading Acquisition: Implications for Intervention Research. Mahwah, NJ: Erlbaum, in press.

Tunmer WE, Hoover WA (1993): Phonological recoding skills and beginning reading. Read Writing: Interdisciplinary J 5:161–179.

Tunmer WE, Nesdale AR (1985): Phonemic segmentation skill and beginning reading. J Educ Psychol 77:417–427.

U.S. Office of Education (1977): Definition and Criteria for Defining Students as Learning Disabled. 42 Fed Reg 65, 083. Washington, DC: U.S. Government Printing Office.

Vellutino FR, Scanlon DM (1987): Phonological coding, phonological awareness, and reading ability: Evidence from a longitudinal and experimental study. Merrill-Palmer Q 33:321–363.

Vellutino FR, Scanlon DM, Tanzman MS (1994): Components of reading ability: Issues and problems in operationalizing word identification, phonological coding, and orthographic coding. In Lyon GR (ed): Frames of Reference for the Assessment of Learning Disabilities: New Views on Measurement Issues. Baltimore: Paul. H. Brookes, pp 279–332.

Wagner RK, Torgesen JK (1987): The nature of phonological processing, and its causal role in the acquisition of reading skills. Psychol Bull 101:192–212.

Wiederholt JL (1974): Historical perspectives on the education of the learning disabled. In Mann L, Sabatino DA (eds): The Second Review of Special Education. Austin, TX: PRO-ED, pp 103–152.

Wolf M (1986): Rapid alternating stimulus naming in the developmental dyslexias. Brain Lang 29: 360–379.

Wolf M (1991): Naming speed and reading: The contribution of the cognitive neurosciences. Read Res Q 26:123–141.

Wolf M, Bally H, Morris R (1986): Automaticity, retrieval processes, and reading: A longitudinal study in average and impaired readers. Child Dev 57:988–1005.

Wood FB (1990): Functional neuroimaging in neurobehavioral research. In Boulton AA, Baker GB, Hiscock M (eds): Neuromethods, Vol 17, Neuropsychology. Clifton, NJ: Humana Press, pp 65–89.

Wood FB, Felton RH, Flowers L et al. (1991): Neurobehavioral definition of dyslexia. In Duane DD, Gray DB (eds): The Reading Brain: The Biological Basis of Dyslexia. Parkton, MD: York Press, pp 1–26.

Zigmond N (1993): Learning disabilities from an educational perspective. In Lyon GR, Gray DB, Kavanagh JF et al. (eds): Better Understanding Learning Disabilities: New Views From Research and Their Implications for Education and Public Policies. Baltimore: Paul H. Brookes, pp 251–272.

BEST COPY AVAILABLE

Appendix E – Written Statement of Dr. Bob Slavin

Statement of Robert E. Slavin, Co-Director

Center for Research on the Education of Students Placed at Risk
Johns Hopkins University
3505 N. Charles Street
Baltimore, MD 21218

Committee on Education and the Workforce

U.S. House of Representatives

Hearing on Literacy: Why Children Can't Read

July 10, 1997 10:00 A.M.
2175 Rayburn House Office Building

Note: This testimony draws on research carried out at the Center for Research on the Education of Students Placed at Risk, funded by the U.S. Department of Education in the amount of approximately $5 million per year (Grant No. R-117D-40005). However, any opinions expressed are those of the author, and do not necessarily represent the positions or policies of the U.S. Department of Education or other funders.

Biographical Summary
Robert E. Slavin

Robert Slavin is currently Co-Director of the Center for Research on the Education of Students Placed at Risk at Johns Hopkins University. He received his B. A. in Psychology from Reed College in 1972, and his Ph.D. in Social Relations in 1975 from Johns Hopkins University. Dr. Slavin has authored or co-authored more than 180 articles and 15 books, including *Educational Psychology: Theory into Practice* (Allyn & Bacon, 1986, 1988, 1991, 1994), *School and Classroom Organization* (Erlbaum, 1989), *Effective Programs for Students at Risk* (Allyn & Bacon, 1989), *Cooperative Learning: Theory, Research, and Practice* (Allyn & Bacon, 1990, 1995), *Preventing Early School Failure* (Allyn & Bacon, 1994), and *Every Child, Every School: Success for All* (Corwin, 1996). He received the American Educational Research Association's Raymond B. Cattell Early Career Award for Programmatic Research in 1986, the Palmer O. Johnson award for the best article in an AERA journal in 1988, and the Charles A. Dana award in 1994.

Executive Summary

How can teachers in tens of thousands of schools be given proven materials, strategies, and professional development to enable them to significantly increase the reading skills of their students? This paper describes Success for All, one widely-used schoolwide program with strong evidence of effectiveness. Based on experience with Success for All and other research, the paper discusses policy reforms necessary to ensure widespread use of effective approaches to literacy instruction for all children.

Success for All is a comprehensive program for restructuring elementary schools serving many students placed at risk. It uses research-based approaches to curriculum, instruction, assessment, and classroom management, one-to-one tutoring for students struggling in reading, and extensive family support programs. Research on Success for All finds strong positive effects of the program on student reading, writing, and language arts achievement, substantial reductions in special education placements, and other outcomes. A national dissemination program provides extensive training and support to a network of more than 750 Success for All schools in 38 states. Most are high-poverty Title I schoolwide projects.

Success for All is one of several comprehensive schoolwide models for elementary school reform that have been carefully developed and broadly disseminated. The success of these models in serving what is collectively thousands of schools has profound implications for federal, state, and local education policies. They lead toward a day when educators will be able to make informed, thoughtful choices from among many alternative instructional models, confident that each, if well implemented, will significantly enhance student achievement. Rather than having every school reinvent the wheel, schools would focus their energies on learning about and then intelligently implementing well-designed models.

This perspective would support changes in many policy arenas. For Title I, it would support a move toward use of Title I resources for proven programs, and away from remedial pullouts and classroom aides. For special education, the findings of research on Success for All, Reading Recovery, and other early intervention models shows that most reading difficulties can be prevented with a combination of high quality early learning programs and one-to-one tutoring for at-risk first graders. Special education policies should focus on prevention, especially tutoring, and stop penalizing schools for reducing case loads.

The research and dissemination of Success for All and other strategies create dynamic opportunities for fundamental and lasting change in American education. Yet these opportunities will not be fully realized unless policy changes come to support school-by-school adoption and quality implementation of proven designs, as well as additional research and development to create new models of reform.

BEST COPY AVAILABLE

I am very pleased to be here today to discuss with you an extremely important topic: How to ensure that America's children succeed in reading, the most important prerequisite for success in school and in life.

You have heard testimony about research on factors that are known to be critical for reading success or failure. Disseminating knowledge of these factors to the more than one million teachers who teach reading is critical, as is doing additional research to add to understanding about effective practices in literacy education. Yet disseminating knowledge is not enough. The entire teaching force needs effective materials, effective strategies, and effective professional development based on the best available evidence. This is especially true in schools that serve many students placed at risk, such as Title I schools.

My purpose today is twofold. First, I will briefly describe our Success for All program, as of Fall, 1997 in use in more than 750 schools in 38 states. I will then use our experience with Success for All and other research to discuss policy reforms I believe to be necessary to enable teachers in tens of thousands of America's schools to use instructional strategies likely to significantly increase their reading success.

Success for All

To begin with, let's take a visit to a Success for All school. Lincoln Elementary School* is an urban school of 800 students, almost all from impoverished homes. Lincoln was once one of the lowest achieving schools in its district and its state, but this is true no longer: Lincoln students now score at about the state average in reading, writing, and language arts, and are gaining each year.

We arrive at Lincoln at 9:00, where we're greeted by Ms. Martin, the school's instructional facilitator, who works with teachers to help them implement all of the elements of Success for All. Ms. Martin explains that the children in grades 1-5 have already moved from their homerooms to their reading classes. Each reading class is composed of students at one reading level but of different ages, so a second grade-level class might contain first, second, and third graders. The reading classes are smaller than homerooms, she explains, because the school's reading tutors and librarian teach reading classes during this regrouped time.

Reading Roots. Ms. Martin first takes us into several first grade classes. In each, we see teachers using a fast-paced, structured curriculum, Reading Roots, that teaches phonics in the context of meaningful, interesting text. Children are reading books to each other in pairs, writing their own compositions in teams, retelling stories and predicting outcomes of stories that have been read to them. A puppet named "Alphie" brings out a letter of the day and a silly sentence using that letter: "Sally put salt on Suzy's sandwich." The children stretch out the "s" sounds and then integrate them into words. The teacher's instruction is upbeat, fast-paced, and varied. Students are constantly involved in the lesson, chanting, singing, writing letters in the air and on each other's backs, all responding on cue to teachers' many questions.

Three things are particularly striking about these classes. One is that not a single child is off task or acting out. Every child is enthusiastically and completely engrossed in the lessons. Second, the pace of instruction is breathtaking. In ninety minutes, teachers have covered an enormous number of different activities. Third, each teacher is following the same sequence of activities, with skill, integrity, and flexibility. Each teacher has made his or her own adaptations

---

* A composite.

BEST COPY AVAILABLE

and modifications to the basic structure, and each responds to students' unique needs, but the underlying consistency of approach is unmistakable.

Reading Wings. We move on to the upper grades. In this school, students in grades 2-5 are primarily using novels in their reading program, Reading Wings. Other schools use the same processes with basals or anthologies. The novels or basals are used in specific, structured ways to build reading comprehension, vocabulary, writing, and language arts skill. After brief lessons, students work in four-member reading teams. They take turns reading to each other, and then help each other with "Treasure Hunts," where the "Treasures" are the main elements of each story: characters, settings, problems, and problem solutions. They work together to help each other plan, draft, revise, edit, and "publish" compositions. They help each other learn to find the main ideas of paragraphs, to build vocabulary, and to summarize stories. They present book reports on books they've read at home, trying to entice their classmates to want to take home and read their books.

Early Learning. Over in the early learning wing of the building, Ms. Martin shows us prekindergarten and kindergarten children working on thematic units relating to families and neighborhoods, as well as such topics as Africa, Japan, plants, and space. Each unit engages children in reading, math, science, and fine arts activities. Some of the prekindergarten and kindergarten teachers are reading stories to children and then giving them opportunities to retell them, to predict outcomes, and to put the sequence of events in order. In kindergarten, children begin to learn about letters, sounds, and books, and most are reading simple books by the end of the year.
befo

Tutoring. At 10:30, the song "Reading Jogs Your Mind" comes onto the schools loudspeakers. Children file out of their rooms to return to their homerooms. Once they are settled, Ms. Martin takes us to see a tutoring session. Tutors in Success for All are usually certified teachers who teach a reading class in the morning and then tutor 9-11 students one-on-one each day in 20-minute lessons. The students are primarily first graders having difficulties at the early stages of reading, but some second and third graders are tutored as well.

The tutor, Mr. Jackson, is working with Emma, a first grader whose word-by-word decoding is adequate but who isn't getting the meaning of what she's reading. He's reading familiar and new books with her, engaging her in writing activities, and teaching her metacognitive strategies for asking herself whether she's understood each page re going on to the next one. Based on assessments given to all students every eight weeks, Emma may transition out of tutoring if she's doing well, and another student with more serious difficulties may be assigned to Mr. Jackson.

Family Support. After leaving Mr. Jackson's cubicle, Ms. Martin takes us to sit in on a meeting of Lincoln's Family Support Team. The Family Support Team both reaches out to involve parents with their children's schooling and solves any non-academic problems students may have. For example, Lincoln's Family Support Team improved daily attendance from 89% to 95%, above the district average. It runs a "books and breakfast" program in which parents are loaned books and given strategies for reading with their children. It helps teachers make sure that students have eyeglasses or hearing aids if they need them, and that social services are integrated around the needs of children.

Adopting Success for All. After leaving the Family Support Team we meet with the school's principal, Mr. Gonzales, and with Ms. Martin. They explain how the school became a

Success for All school. Mr. Gonzales heard about the program at a conference, and wrote for information. He liked what he saw, and shared a video and written information with his staff. He and a delegation of teachers and parents then visited two nearby Success for All schools and reported back to the staff. They contacted a regional training program for Success for All and had a trainer come to the school to describe the model, answer questions, and work through practical details concerning finances, training time, and so on. Finally, the whole staff voted by secret ballot to adopt the model. The program requires a supermajority of 80%, but at Lincoln 95% of the teachers voted in favor.

After the school made this choice, Mr. Gonzales and Ms. Martin attended a week-long training session at Johns Hopkins University in Baltimore. A three-day training session for the entire school was then scheduled with the regional trainers in August, and in September the school began program implementation.

Ensuring Implementation Quality. Mr. Gonzales described the problems with implementing so much change in a short period of time, but he also stressed the importance of making change on all fronts at once, so that all school staff could see the results as quickly as possible. This strategy paid off at Lincoln: by Thanksgiving, the teachers were already reporting kids reading far better than they had in the past, attendance was improving, and parent involvement was growing. Frequent followup visits from Success for All trainers helped the whole staff work together to identify and solve problems, continually improving the quality of implementation. Ms. Martin and Mr. Gonzales described regular meetings they had with staff from other Success for All schools in the area to compare notes, share ideas, and resolve common problems. Ms. Martin described using eight-week assessment data to help teachers make decisions about accelerating students who were doing well, providing additional assistance (such as tutoring) to students who were struggling, and assessing the overall progress of implementation.

As we prepare to leave the school, Ms. Martin shows us with pride examples of students' work, especially their writing which is displayed throughout the school. She describes the turnaround in staff attitudes and professionalism, and the positive responses from parents. She shows us data indicating the remarkable gains students have made, the reductions in special education placements and disciplinary referrals, and the increased attendance. Then she bids us farewell and runs off to attend to the dozens of crises and opportunities every facilitator faces every day.

This visit to Lincoln Elementary School is a composite, of course, but you could take a similar visit in hundreds of Success for All schools across the U.S. You could see schools like this in half of the fifty largest school districts, from Miami to Memphis to Houston to Brooklyn. You could see them in smaller cities, such as Modesto or Riverside, California, or Rockford or Peoria, Illinois. You could see them in rural locations, such as Morton or Muleshoe, Texas, or on the Navajo reservation in Arizona. Each school would be different, and the program is adapted to each school's needs and resources, but there is a core of elements you'd see in any Success for All school anywhere: research-based instruction and curriculum, extensive professional development, one-to-one tutoring for students having reading problems, frequent assessment, and family support services. Perhaps even more importantly, you'd see a schoolwide focus on doing whatever it takes to see that every child learns, no matter what, and a comprehensive, integrated plan to bring about this result.

Research on Success for All

Research on Success for All backs up the impression you'd have from visiting a Success for All school. The program has consistent and powerful impacts on children's reading performance. By the end of first grade students are reading three months higher than matched control students, on average. By fifth grade, they are reading a full year higher, and this difference is maintained into middle school. Figure 1 summarizes this research, which has taken place in 23 Success for All and control schools in nine districts in different parts of the U.S. (see Slavin et al., 1996a, b). Most studies of the program were done by third-party evaluators.

=================

Figure 1 Here

=================

The research on Success for All finds particularly large impacts for children who are most at risk, including those in the lowest 25% of their grades. The program has been found to cut special education placements for learning disabilities in half, on average, and one study found that the program eliminated black-white differences in achievement. There is a Spanish version of the program that is widely used in bilingual schools, and another version adapted for use with children who are speakers of languages other than English but are learning to read in English. Both of these versions have been particularly successful.

Under funding from the New American Schools Development Corporation, we have added programs in math, science, and social studies to the Success for All base. Results from evaluations of this full program, called Roots and Wings, have also been very positive (Slavin, Madden, & Wasik, 1996).

Of course, there is nothing magic about Success for All or any other program. The quality of implementation is a key factor in program outcomes. A recent study in Houston involving 49 schools using various components of Success for All found that quality of implementation was essential in program outcomes. Schools using the full program with fidelity obtained far better achievement results than schools using parts of the program or those that had not fully committed to quality implementation (Nunnery et al., 1996). A study of eight Roots and Wings schools in Memphis found the same pattern (Ross, Smith, Lewis, & Nunnery, 1996).

Research on Success for All, and on other early reading programs such as Reading Recovery (Pinnell, 1989), tells us that the problem of reading failure in the early elementary grades can be solved. The widespread dissemination of these programs and others tells us that these outcomes can be replicated on a large scale: Success for All serves about 400,000 children in 750 schools, and Reading Recovery, a tutoring program for at-risk first graders, serves about 80,000 children in 6000 schools each year (Lyons, Pinnell, & DeFord, 1993).

Policy Implications of Success for All

This is a time of both great opportunity and great danger in the education reform movement. On one hand, the public's concern about education is high, the commitment to reform is broad, and recent policy changes (such as the reauthorization of Title I) have removed significant obstacles to change. Adoption in many states of tough, performance-based accountability systems has increased many educators' motivation to search for more effective methods. However, while these "systemic reforms" at the policy level may set the stage for improved teaching and learning, they have not yet had a measurable impact. Since the publication of *A Nation at Risk* (National Commission on Excellence in Education, 1983), the national conversation about school reform has been continual, but actual student achievement has stagnated. One of the most promising trends, the narrowing achievement gap between majority and minority students, reversed itself in 1994 for

BEST COPY AVAILABLE

the first time since 1971 (National Center for Education Statistics. 1994). In California. one of the first states to embrace systemic reform. scores on the 1994 fourth-grade reading assessment fell to a tie for last place (with Louisiana). White. non-Hispanic students in California scored dead last among all white students in the nation (Campbell et al.. 1996).

It is possible. of course. that the systemic reforms undertaken in California and other states will ultimately be reflected in higher academic performance. and it seems certain that improving standards. assessments. and other governance reforms are a necessary part of an overall reform strategy. However. it is equally certain that these reforms are not enough. Student achievement cannot change unless teachers are using markedly better instructional methods and materials every day. Systemic reforms can provide incentives for schools and districts to upgrade teaching methods and materials. but otherwise they are too far from the classroom to make a substantial impact (see Goertz et al.. 1996).

The research on Success for All. and the demonstration that this program and many others can be replicated with integrity on a broad scale. have profound implications for educational policies at all levels. They bring us closer to a day when educators will have available a range of well-developed. rigorously evaluated and replicable programs from which to choose. rather than having to reinvent the wheel in every school. Educators will always have to adapt externally developed programs to meet local needs. but this is much easier than expecting every school to develop its own strategies from scratch. They dispel the myth that school by school change is too difficult. too uncertain. and too particular to local conditions to be broadly replicable. They show the effectiveness of national reform networks in building large scale training capacity. maintaining their own high standards of practice and outcomes. operating outside of particular school systems but within the public sector.

I do not mean to imply that the main policy implication of research on Success for All is to support the dissemination of this program. First. there are several programs with excellent evidence of effectiveness and of replicability (for reviews. see Fashola & Slavin. 1996; Slavin. Karweit. & Wasik. 1994). Second, there are many additional promising programs that are in need of assistance to complete their development. rigorous evaluation. and scaling up (see Slavin. 1997). The currently available set of replicable programs known to have a substantial impact on student achievement when well implemented is too small. Much more R&D remains to be done to enlarge it. However. this current set. including Success for All. does provide visions of what could be accomplished in a policy environment committed to putting the best methods and materials possible into the hands of educators, who are enabled to make informed, thoughtful choices among them (see Slavin. 1996).

The following sections discuss the implications of this perspective for several key areas of educational policy.

America Reads

During the presidential campaign. President Clinton announced a bold objective: elimination of reading failure for all children by age nine. He proposed spending $2.75 billion to provide stipends to volunteers and volunteer coordinators for elementary schools. There is some evidence that with extensive training and supervision, volunteer tutors can help children read (Wasik. 1997), and volunteer tutors could play an important role in a comprehensive plan. However. this should not be the only strategy. It makes little sense to leave ineffective teaching practices in place in schools and then try to compensate for them using only volunteer tutors.

The research on Success for All. Reading Recovery, and other early reading approaches demonstrates that high-poverty schools can routinely ensure the reading success of most at-risk children. If funds are to be made available to schools to combat reading failure, it would be important to allow schools to decide whether to use them on volunteer tutors, on proven programs in regular classrooms, on certified teacher tutors (as in Reading Recovery), or other strategies with strong evidence of effectiveness. New literacy funds could be used to leverage Title I funds toward proven programs and away from the remedial pullouts and paraprofessionals that have been found to be ineffective in Title I/Chapter 1 programs (see below). The amount of money President Clinton proposed would be enough to give $40,000 to every elementary school in the U.S., or $55,000 to each of 50,000 Title I schools. This is, for example, the total cost of materials and training for a Success for All school of 500 students. Even a small fraction of $2.75 billion could double or triple the entire national investment in educational research and development, currently less than $100 million per year. If we know that a rational process of development, evaluation, and dissemination can have a significant impact on children in thousands of schools within a reasonable time period, and if we already have on hand effective strategies capable of affecting the core of educational practice and of being replicated on a large scale, then it makes little sense to focus a literacy initiative entirely on ancillary services to individual students who have already fallen behind.

See Slavin, 1997, for more on this.

Title I

Title I (of the Improving America's Schools Act, or IASA) is the largest single federal investment in elementary and secondary education. Currently funded at more than $7.2 billion, Title I and its predecessor, Chapter 1, primarily provide resources to high-poverty schools. Traditionally, Title I/Chapter 1 funds have overwhelmingly been used to pay for teachers to provide remedial instruction in small-group pullout programs, or to pay for instructional aides. These uses of Title I/Chapter 1 funds have been found in national studies to make little difference in the achievement of children who receive them (Puma et al., 1997). The 1994 reauthorization of Title I gave schools with more than 50% of their students in poverty far greater flexibility to use their funds to benefit all students in the school, not just those who had already fallen behind. Yet still today, the great majority of Title I schools continue to use their funds for pullout teachers and aides, and on other investments with little evidence of effectiveness. Title I expenditures for proven programs are increasing; for example, Title I provides the overwhelming majority of funding for implementations of Success for All, Reading Recovery, and other effective innovations. Yet while these innovations collectively serve thousands of schools, tens of thousands of Title I schools continue to invest in services that have been shown repeatedly to have little impact (see Slavin, Karweit, & Wasik, 1994).

Title I needs to move to a new paradigm, in which Title I schools are made aware of a range of proven, effective models, incorporating professional development materials, staffing configurations, and so on. School staffs would have the opportunity to carefully consider the available alternatives, visit schools using them, view video tapes on them, and so on. Schools would not be required to adopt any particular program, and could use programs not on the list or decide to create their own model. However, as the number of rigorously evaluated programs grows, schools might increasingly be required to justify using something else, and to have their districts or other agencies carry out evaluations of their alternatives. Since its inception, the path of least resistance in Title I/Chapter 1 has been to pay for pullout teachers and aides; adopting proven programs has been difficult, while continuing discredited practices has been easy. This must change if Title I is to accomplish its goal of accelerating the achievement of poor children.

There is one proposal currently under consideration that would lead in this direction. At present, the House Appropriations Committee is considering a proposal to set aside a small proportion of Title I funds to help schools pay for the start-up costs of adopting research-based schoolwide models. This proposal may include allocations to help existing developers of well-evaluated programs rapidly scale up their capacity to serve Title I schools, and to carry out "design competitions" to develop, evaluate, and disseminate new schoolwide approaches. I would urge support of this proposal, and would support extension of the same idea to a broader range of literacy approaches encompassing materials, instructional strategies, assessments, and professional development.

Special Education

Research on Success for All, Reading Recovery, and other early intervention programs has profound implications for special education, especially for students with reading disabilities. This research shows that a substantial proportion of reading disabilities can be prevented with effective preschool, kindergarten, and first-grade programs, supplemented with one-to-one tutoring from well-trained, certified teachers for first graders who are struggling with reading. As noted earlier, studies of Success for All have shown that education placements for reading disabilities can be cut by 50% to 75%, not because students with reading disabilities are mainstreamed, but because at-risk students never need special services (see Slavin, 1996b; Smith, Ross, & Casey, 1994). Further, students who are already in special education perform far better in Success for All than in control schools (Ross et al., 1995). Reading Recovery also has evidence that one-to-one tutoring for at-risk first graders can keep them out of special education (Lyons et al., 1993), and other evidence supports the same conclusion.

If we know that reading disabilities can be prevented, then it is foolish to continue current policies, which tend to assign large numbers of students with reading disabilities to long-term, expensive, relatively ineffective resource programs or (less often) self-contained special education. The reauthorization of IDEA, currently being debated, provides an opportunity to replace remediation with effective early intervention. For example, the law could be revised to require up to one year of one-to-one tutoring (paid for from special education funds) before a child could be assigned to special education for a reading disability. Only after tutoring has been tried and has failed could long-term special education become an option. In addition, the law must be changed to remove the perverse incentive schools face to maintain or increase their special education case loads. As things stand now, schools that invest in prevention and early intervention can be penalized (by loss of special education funds and personnel) if these interventions result in a smaller number of children going into special education. This must change. Schools should receive special education funds for high-incidence, low impact disabilities (such as learning disabilities and speech) based on demographic factors, not numbers of students placed. They must follow the law and provide services to children who do have serious learning disabilities, but if they can prevent children from falling behind they should not be penalized. For students who do end up in special education for learning disabilities, schools should be encouraged to select from among effective, rigorously evaluated models of service, as described earlier for Title I.

Systemic Reform

For many years, but particularly following publication of *A Nation at Risk* (1983), American education policy has had a strong focus on "systemic reform," a term that is used to describe coordinated, fundamental changes in federal, state, and local policies designed to "raise the bar," to set higher and more appropriate standards for student academic performance. In particular, the systemic reform movement has focused on establishing state and national standards, incorporating state-of-the-art performance assessments and accountability systems with real consequences for schools increasing or (especially) decreasing on these assessments. Another frequent element of systemic reform is the establishment of state curricular frameworks, which are then used to guide policies from textbook adoption to professional development. Systemic reforms also include changes in school governance, such as site-based management, choice, vouchers, charter schools, privatization, and regulatory reform.

Proponents of systemic reform (e.g., Smith & O'Day, 1991) generally recognize the limitations of this approach in affecting the day-to-day instruction of classroom teachers, but argue that while school-by-school reforms may be desirable, there are few if any examples of effective school-by-school reforms working on a very large scale.

The research and dissemination of Success for All, the School Development Program, Reading Recovery, and other models have significantly shifted this discussion. These programs, largely operating independently of federal or state policies, have shown conclusively that large-scale school-by-school reform is possible. At the same time, studies of the outcomes of systemic reform are showing relatively little impact on classroom practice and student performance (Goertz, Floden, & O'Day, 1996). Systemic reforms can sometimes alter what teachers teach, but rarely affect how well they teach it. The innovations most likely to be implemented and to be effective are ones that provide specific materials, professional development, and other supports, in contrast to those that provide new standards and assessments but then leave educators to figure out how to accomplish these standards (Bodilly, 1996). Systemic reforms are still necessary, to provide educators with appropriate standards and measures of success, to motivate educators to search for effective alternatives, and to make regulations and other policies consistent with a focus on schoolwide change. Yet neither school-by-school reform nor systemic reform can succeed without the other.

Conclusion

Research on Success for All, and the widespread dissemination of this program and many others, support a vision of school reform as a process capable of simultaneously setting higher standards for schools and assisting them with thoughtful selection and faithful, high-quality implementation of proven programs to meet those standards. The existence of reliable methods which, if properly implemented, can ensure that virtually all children can read in the elementary grades, has enormous implications for federal Title I and special education policies, as well as for President Clinton's commitment to ensure reading success for all children by third grade. If we know how to significantly improve the school success of all students, it is foolish to continue policies that fail to take this knowledge into account. Even as we expand our knowledge base, we need to use what we know. America's children deserve the best schooling we know how to provide them.

References

Bodilly, S.J. (1996). *Lessons from the New American Schools Development Corporation's development phase*. Washington, DC: RAND.

Campbell, J.R., Donahue, P.L., Reese, C.M., & Phillips, G.W. (1996). *NAEP 1994 reading report card for the nation and the states*. Washington, DC: National Center for Education Statistics, U.S. Department of Education.

Comer, J.P., Haynes, N.M., Joyner, E.T., & Ben-Avie, M. (1996). *Rallying the whole village: The Comer process for reforming education*. New York: Teachers College Press.

Fashola, O.S., & Slavin, R.E. (1996). *Effective and replicable programs for elementary and middle schools*. Baltimore: Johns Hopkins University, Center for Research on the Education of Students Placed at Risk.

Goertz, M.E., Floden, R.E., & O'Day, J. (1996). *Systemic reform*. Washington, DC: U.S. Department of Education, Office of Educational Research and Improvement.

Hopfenberg, W.S., & Levin, H.M. (1993). *The Accelerated Schools resource guide*. San Francisco: Jossey-Bass.

Lyons, C.A., Pinnell, G.S., & DeFord, D.E. (1993). *Partners in learning: Teachers and children in Reading Recovery*. New York: Teachers College Press.

National Center for Education Statistics (1994). *The condition of education, 1994*. Washington, DC: U.S. Department of Education, NCES.

National Commission on Excellence in Education (1983). *A Nation at Risk*. Washington, DC: U.S. Department of Education.

Nunnery, J., Ross, S., Smith, L., Slavin, R., Hunter, P., & Stubbs, J. (1996, April). *An assessment of Success for All program component configuration effects on the reading achievement of at-risk first grade students*. Paper presented at the annual meeting of the American Educational Research Association, New York.

Pinnell, G.S. (1989). Reading Recovery: Helping at-risk children learn to read. *Elementary School Journal, 90*, 161-182.

Puma, M.J., Karweit, N., Price, C., Ricciuti, A., Thompson, W., Vaden-Kiernan, M. (1997). *Prospects: Final report on student outcomes*. Cambridge, MA: Abt Associates.

Ross, S.M., Smith, L.J., Casey, J., & Slavin, R.E. (1995). Increasing the success of disadvantaged children: An examination of alternative early intervention programs. *American Educational Research Journal, 32*, 773-800.

Ross, S.M., Smith, L.J., Lewis, T., & Nunnery, J. (1996). *1995-96 Evaluation of Roots and Wings in Memphis City Schools*. Memphis: University of Memphis, Center for Research in Educational Policy.

Sizer, T. (1992). *Horace's School*. New York: Houghton Mifflin.

Slavin, R.E. (1996). Reforming state and federal policies to support adoption of proven practices. *Educational Researcher*, 25 (9), 4-5.

Slavin, R.E. (1997). *Reading by nine: A comprehensive strategy*. Baltimore, MD: Johns Hopkins University, Center for Research on the Education of Students Placed at Risk.

Slavin, R.E. (1997). Design competitions: A proposal for a new federal role in educational research and development. *Educational Researcher*, 26(1), 22-28.

Slavin, R.E., Karweit, N.L., & Wasik, B.A. (1994). *Preventing early school failure: Research on effective strategies*. Boston: Allyn & Bacon.

Slavin, R.E., Madden, N.A., Dolan, L.J., & Wasik, B.A. (1996a). *Every child, every school: Success for All*. Newbury Park, CA: Corwin.

Slavin, R.E., Madden, N.A., Dolan, L.J., Wasik, B.A., Ross, S., Smith, L., & Dianda, M. (1996b). Success for All: A summary of research. *Journal of Education for Students Placed at Risk, 1*, 41-76.

Slavin, R.E., Madden, N.A., & Wasik, B.A. (1996). Roots and Wings. In S. Stringfield, S. Ross, & L. Smith (Eds.), *Bold plans for educational restructuring: The New American Schools*. Hillsdale, NJ: Erlbaum.

Smith, M., & O'Day, J. (1991). Systemic school reform. In S. Fuhrman & B. Malen (Eds.), *The politics of curriculum and testing* (pp. 233-267). Bristol, PA: Falmer.

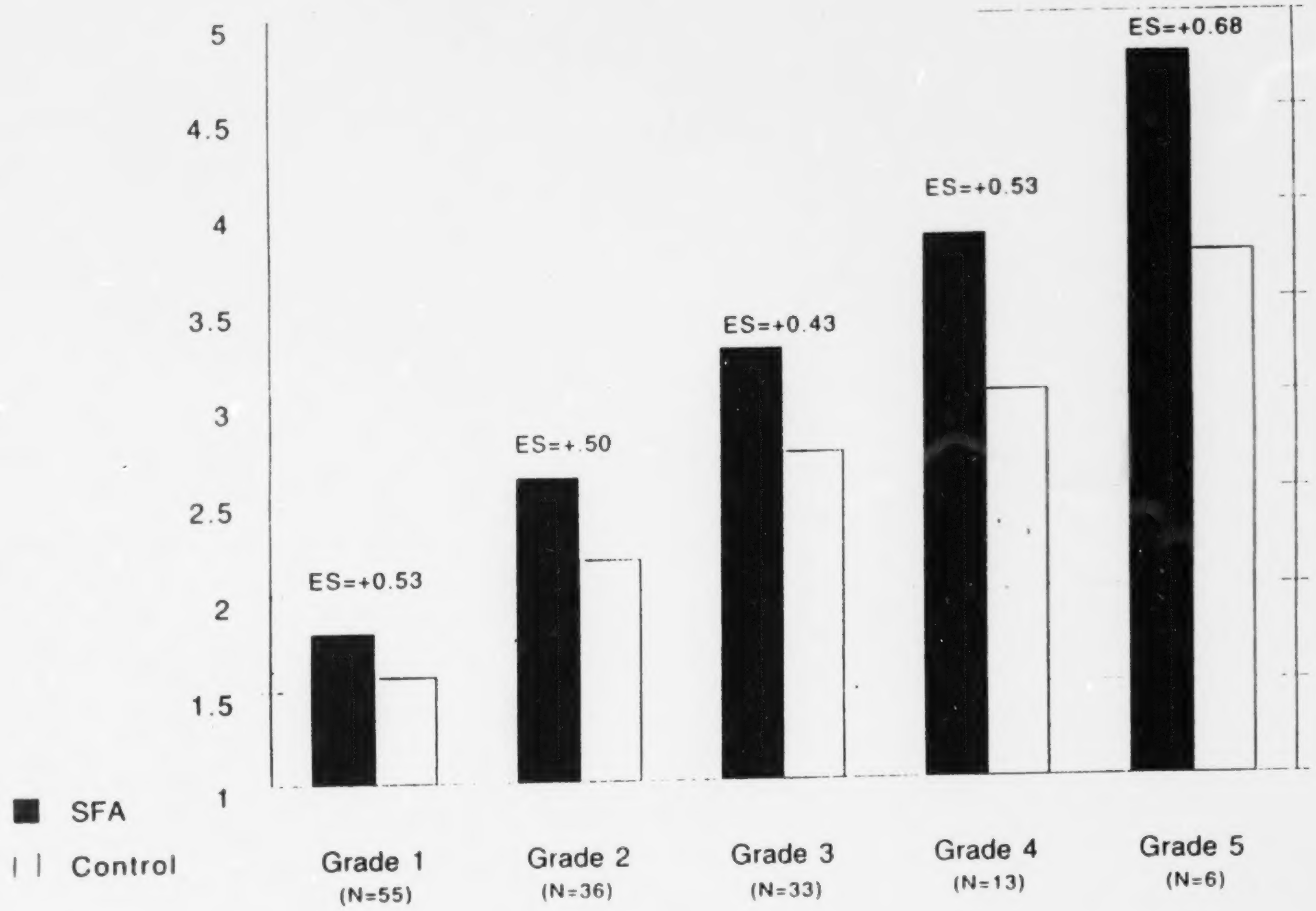
Smith, L.J., Ross, S.M., & Casey, J.P. (1994). *Special education analyses for Success for All in four cities*. Memphis: University of Memphis, Center for Research in Educational Policy.

Wasik, B.A. (1997). *Volunteer tutoring programs: A review of achievement outcomes*. Baltimore, MD: Johns Hopkins University, Center for Research on the Education of Students Placed at Risk.

Stringfield, S., Ross, S., & Smith, L. (Eds.) (1996). *Bold plans for school restructuring: The New American Schools*. Hillsdale, NJ: Erlbaum.

Figure 1

Comparison of Success for All and Control Schools
in Mean Reading Grade Equivalents and Effect Sizes
1988-1994



Appendix F – Written Statement of Dr. Catherine Snow

STATEMENT OF CATHERINE E. SNOW

HARVARD GRADUATE SCHOOL OF EDUCATION
14 APPIAN WAY
LARSEN HALL, 313
CAMBRIDGE, MA 02138

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: WHY KIDS CAN'T READ
July 10, 1997 at 10:00 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Reading is multiply determined. The title 'Why kids can't read' presupposes a single cause might be identified for failure in reading. Of course there are many reasons why an individual child might have failed to learn to read--because of dyslexia, because of poor teaching in the primary grades, because reading instruction was offered in a language the child did not understand, because the reading instruction provided presupposed earlier developing abilities the child had not yet acquired, because the content being read about was so unfamiliar that the child couldn't understand it, because no one had ever bothered to demonstrate that reading could be fun and thus was worth struggling to master. Reading successfully is the outcome of a complex. multifaceted developmental process, and disrupting any of the previous links in that process increases the risks that a child will not succeed.

Preschool support from families is crucial. Precisely because reading is complex and multiply determined, one crucial source of support to the developing reader is the family and the preparatory experiences parents provide the preschooler. Most children learn to read in school, but what they learn in school builds on a foundation constructed during the preschool years: a wide array of language skills, especially a rich vocabulary, an understanding of literacy and its purposes, some familiarity with the alphabet and with books, and some ability to analyze words into the sounds that letters represent.

So it is not surprising that children at risk of poor reading outcomes are likely to come from low-income homes, from homes where parents have less education and low literacy skills, from homes where there is little reading, little interesting conversation, and little enjoyment of literacy activities. Such children arrive at school without many of the skills kindergarten and first grade teachers need to build on--without an extensive vocabulary, lacking familiarity with the alphabet, failing to anticipate book-reading with a sense of enjoyment, and missing the ability to analyze words into smaller units.

Parents can help preschoolers get ready for school. What can parents do to help children get ready for the primary grades? The very simple answer is 'converse with them.' Parents who talk with their children, about interesting topics, using a relatively rich vocabulary and spending enough time to deal with the topics in depth, are giving their children the best possible preparation for school.

There are two contexts that have been widely noted as productive in generating long, interesting conversations: the dinner table and book-reading. Of course, neither of these is a sure thing. Families can eat meals while watching television, or relatively silently. Parents can make book-reading a chore rather than a source of enjoyment. Nonetheless, both dinner-table conversations and book-reading sessions are likely to constitute contexts for interesting conversations.

Dinner-table conversations can be contexts for learning. During dinner, conversations typically include responses to questions about participants' experiences during the day--a perfect context for everyone to tell a story. Often those stories occasion questions about how or why something happened--a perfect opportunity for parents to produce explanations. Dinner table conversations, whether they are used to discuss what happened at work, or a headline news story, or television shows, or even what happened to Aunt Millie at the gas station, provide opportunities for young children to learn the words their parents know, to learn their parents' rules for telling stories, to learn how things work in the world, and what can be expected in a variety of 'adult' settings. They are enormously rich learning contexts. Thus it is not surprising that in a longitudinal study of the precursors of reading (Snow, 1991) we have found that hearing sophisticated vocabulary words during dinner table conversations relates to five-year-olds' vocabulary scores (Beals & Tabors, 1995), and to the children's vocabulary and reading scores two years later as seven-year-olds as well (Weizman, 1996). Sophisticated vocabulary is used at dinner only if there are interesting conversations about topics that go beyond the here and now--topics that make it possible for the young child to learn about the world.

Book-reading teaches language as well as literacy. Book-reading sessions with young children are another context for interesting conversations, and conversations that take the child beyond the familiarities of everyday life. When we say 'book-reading' of course we really mean 'book-discussions' in most cases. Reading Winnie-the-Pooh successfully with a young child involves asking questions like 'How did Pooh get stuck?' or 'What do you like to eat honey with?' or 'Why is Eeyore so grouchy?' The conversation elaborates the text, makes it both more accessible and more complex, giving the child the chance to become engaged both affectively and cognitively in the story. The use of this kind of talk during book reading relates to children's language abilities two years later (Beals & De Temple, 1993, De Temple, 1994). This kind of talk can most easily become truly interesting, sophisticated, and instructive during the second or fourth or sixteenth reading of the book--suggesting that children need to own their favorite books so they can go back to them again and again.

Of course, this kind of conversation during book reading is also lots of fun--a lap to sit on, an adult's undivided attention, and interesting things to talk about besides! It is not surprising that children who are read to are less likely to have problems learning to read themselves in school.

Some parents find it hard. Some parents are unable to arrange either dinner table conversations or book reading sessions with their children. They may have lives too disorganized to schedule such activities. They may be working too hard to find the time. They may think of books and reading as more appropriate for older children, or they may doubt their own abilities to read children's books adequately.

A major disruption to the occurrence of rich conversation, whether during book-reading or during dinner, follows an immigrant family's switch to English as a home language. Sometimes families switch languages thinking this will help their children learn English faster. Sometimes they switch because they are advised to by teachers or pediatricians. Sometimes they switch when older children come home from school speaking English. Such a switch is, however, likely to be disastrous for the children, particularly if the parents speak limited English. It is much better for the children to learn the many things their parents can teach them, and to become familiar with the wide array of ideas and concepts their parents know about, in whatever language the parents speak well, rather than to be practicing limited English at home.

I am arguing, then, that the major parental contribution to young children's readiness for school comes in the domain of language development. Parents do not need to teach their children to read, as schools are well designed and first grade teachers well prepared for that task. But parents do need to ensure their children have adequately rich language environments to support vocabulary development. Furthermore, if children are spending several hours a day in group care settings, the language environments of those settings should similarly be rich and stimulating. Preschool classrooms need not take on the task of teaching reading any more than parents of preschoolers; providing for optimal language development constitutes a greater contribution to children's readiness for school.

Parents can also support school-aged children's literacy. Once children enter elementary school, parents may think their role in helping children read is reduced. Many children with good teaching and access to classroom and school libraries do quite well in reading without much parental involvement or support during the early school years. However, there are situations when parental support is crucial.

First, continued progress in reading development requires a lot of practice in reading. Just knowing how to sound out words is insufficient--children must become fluent and automatic readers if they are going to be able to comprehend text and learn new things through reading. Children need to spend time reading at home as well as at school, and parents need to ensure they have some undisturbed time as well as access to interesting, engaging books.

Furthermore, if children start to encounter difficulties with some aspect of learning to read, a healthy alliance between parents and teachers can prevent a minor problem from escalating. Many teachers may feel that low-income parents are unwilling or unable to help their children learn; only by becoming involved in their children's schooling--ensuring that children arrive at school on time with homework completed, arranging for individual meetings with the teachers, responding to notes or calls from the school--can parents deflect low expectations and promote high aspirations for their children (Snow, Barnes, Chandler, Hemphill, & Goodman, 1991)

Finally, the importance of children's language skills increases as children enter the middle elementary grades. As third or fourth or fifth graders they will be expected to read real books, with big words; an extensive vocabulary and some previous knowledge of the topics discussed in school can ease the challenge of reading this newly complex material. Parents' roles as conversational partners and as providers of information increase in importance as their children get older.

REFERENCES

Beals, D.E., & De Temple, J.M. (1993). Home contributions to early language and literacy development. In D.J. Leu & C.K. Kinzer (Eds.) Examining central issues literacy research, theory and practice (pp. 207-215). Chicago: National Reading Conference.

Beals, D.E., & Tabors, P.O. (1995). Arboretum, bureaucratic, and carbohydrates: Preschoolers' exposure to rare vocabulary at home. First Language, 15, 57-76.

De Temple, J.M. (1994). Book reading styles of low-income mothers with preschoolers and children's later literacy skills. Unpublished doctoral dissertation. Harvard Graduate School of Education.

Snow, C.E. (1991). The theoretical basis for relationships between language and literacy in development. Journal of Research in Childhood Education, 6, 5-10.

Snow, C.E., Barnes, W.S., Chandler, J., Hemphill, L. and Goodman, I.F. (1991). Unfulfilled expectations: home and school influences on literacy. Cambridge, MA: Harvard University Press.

Weizman, Z.O. (1996). Sophistication in maternal vocabulary input at home: Does it affect low-income children's vocabulary, literacy, and language success in school? Unpublished doctoral dissertation, Harvard Graduate School of Education.

HARVARD UNIVERSITY
Graduate School of Education
Roy E. Larsen Hall, Appian Way
Cambridge, Massachusetts 02138

Human Development and Psychology

Catherine E. Snow

Catherine Snow, who serves as Henry Lee Shattuck Professor and Chair of the Department of Human Development and Psychology at the Harvard Graduate School of Education, received her Ph.D. in psychology from McGill University in 1971, then worked for several years in the linguistics department of the University of Amsterdam. Her early research focussed on the features of children's social and linguistic environments that facilitated language development, on cross-cultural differences in mother-child interaction, and on factors affecting second language acquisition. Since moving to the Harvard Graduate School of Education in 1978, she has done research on the factors affecting the acquisition of literacy (co-authoring Unfulfilled expectations: Home and school influences on literacy with W. Barnes, J. Chandler, I. Goodman, and L. Hemphill), and on the relations between aspects of oral language development and later literacy achievement. She is currently co-directing the Home-School Study on Language and Literacy Development, a longitudinal study of literacy development. She has also pursued these topics in work with multilingual children, including 150 second through fifth graders at the United Nations International School and both elementary and middle school children in bilingual programs in New Haven, Connecticut. She has also written about language policy issues in the United States, and in developing nations, and was co-editor with Courtney Cazden of English plus: Issues in bilingual education and co-author with Courtney Cazden and Cornelia Heise-Baigorria of Language planning in preschool education, a report to UNICEF. She serves on the Board of Trustees of the Center for Applied Linguistics, and was member of the National Research Council Task Force to establish a research agenda for language minority children. She currently chairs the NRC Committee on Preventing Reading Problems.

CATHERINE SNOW'S FEDERAL GRANTS
JULY 1995 - JULY 1997

Title VII Fellowships for Doctoral Students in Bilingualism
September 1995-August 1996
$266,929

OERI, "Vocabulary knowledge and reading comprehension in English-language learners"
July 1996-June 1999
Catherine E. Snow, P.I. Subcontract to U.C.Santa Cruz $289,183
Subcontract tp MPR under negotiation $268.417

ACYF, Early Head Start Project
May 1996-April 2001
$447,933
Subcontract to Mathematica Policy Research 5/15/91-8/31/97
$30,000

Appendix G – Written Statement of Dr. Vivian Gadsden

Children Learning to Read: Intergenerational Issues for Consideration

Education Committee
U. S. House of Representatives

Vivian L. Gadsden
Director, National Center on Fathers and Families
Associate Professor of Education
Graduate School of Education
University of Pennsylvania
July 10, 1997

Children Learning to Read: Intergenerational Issues for Consideration

Education Committee
U. S. House of Representatives

Vivian L. Gadsden
University of Pennsylvania
July 10, 1997

During the past 30 years of reading and literacy research, two questions have been couched, persistently and sometimes painfully, between the cycles when empirical findings converge and when researchers' opinions and ideologies diverge: Why do some children experience problems in reading, and what factors contribute to children's learning to read? As increasing numbers of children and families become more vulnerable to hardship and as the problems of low literacy among children and adults persist, the issue of how to help children develop appropriate and necessary reading and writing abilities takes on a sense of urgency requiring the intellectual strengths, social commitment, and political will to effect positive change. Despite considerable attention to children's literacy learning, we seemingly are caught between an apparent desire to improve children's literacy (because we think strong literate abilities will improve their life chances) and perplexity about how to translate what we know from research into effective learning experiences works for children, particularly those who differ in income, ethnicity, and life experiences from each other and from us.

Research within recent years has highlighted several issues in children's learning, using, and benefiting from literacy (Gadsden, in press; Bloom and Greene, 1982; Moll, 1994; Taylor and Dorsey-Gaines, 1988). First, from a life-course perspective, whether children have successes in reading determines their

BEST COPY AVAILABLE

relative accomplishments as adults, parents, workers, and citizens. Second, good schools with innovative and creative curricula, competent and committed teachers, and rich and stimulating classroom settings are essential.

Third, there is an intergenerational transfer of literacy from parent to child, and this transfer affects not only whether children read but also whether literacy is valued, used, and understood. Entrenched poverty over multiple generations is both a cause and an effect of low literacy, and children whose parents have low literacy often experience the same problems as their parents.

Fourth, schools are only one of many contexts that influence children's learning. There are several cultural and social contexts that contribute to children's literacy; families, and communities are vital partners in children's literacy development. Fifth, no isolated set of approaches will respond effectively to children's reading needs or provide a "quick fix." The educational and literacy problems facing children from diverse backgrounds are complex enough to warrant our undivided attention, more support for programs that examine the range of conditions affecting children, and greater investments in multiple approaches.

From recent work in the field, we have some agreement about what facilitates and what obstructs reading for many children. Flippo (in press) in a study of well-known reading researchers with different philosophies of reading and literacy found that the researchers agreed on more than 30 items about what makes reading difficult and what facilitates it. Researchers represented different ends of the spectrum, e.g., those who advocate whole language and those who advocate skills approaches. All are among the most well-published and renowned in the field.

Rather than approaches, the researchers offered contexts to thinking about the problem. Five problematical issues in reading, according to the researchers,

BEST COPY AVAILABLE

are (1) emphasizing phonics only, (2) drilling children on isolated letters or sounds, (3) focusing on reading skills rather than the interpretation and comprehension of text, (4) focusing on the one *best* answer, and (5) making sure children do it [reading] correctly or not at all. Five contexts for facilitating reading are (1) focusing on using reading as a tool for learning, (2) talking about and sharing different kinds of reading, (3) making reading functional and purposeful, (4) developing positive self-perceptions and expectations regarding reading, and (5) bringing opportunity for reading, talking, and writing together so each feeds off the other.

Intergenerationality and Children's Reading

In my own work with low-income African American and Latino families in urban and rural communities (Gadsden, 1993; 1995; 1996), the roles of families, culture, and intergenerational learning are examined to determine how families and communities contribute to children's literacy through specific literacy events and acts, how children use literacy within these contexts, and the ways in which the tasks and opportunities presented in social and cultural contexts motivate children to read and to persist in school. Understanding the role of parents and supporting them in the work of preparing children for school and developing literacy are central to how we think about reading and promote access to literacy.

It has become clear to me through my research and analysis of the status of reading and literacy research that traditional conceptual, empirical, and policy paradigms for studying, addressing, and understanding the literacy needs and problems facing disproportionate numbers of children in urban and rural settings are neither appropriate nor intensive enough for contemporary problems. This is not to dismiss these long-established and venerable approaches but rather to suggest that "one size does [not] fit all." Thus, the dilemma should not be over phonics *or* literature-based approaches but over what individual or combined approaches enable children to acquire, develop, and refine cognitive and social abilities associated with literacy and needed for life.

This also is evident in my work on family cultures which demonstrates the literacy continuity and variability within families intergenerationally. The fathers and mothers whom we interviewed attach their ideas, beliefs, and perceptions about literacy to a range of other family-based views about the intergenerational impact of learning, the meaning of success, and the values of the family itself. If we were to examine the convergences and divergences in these parents' assumptions about, perspectives on, and expectations of literacy and schooling within a cultural difference analysis, we would argue for the importance of everyday experiences in relation to literacy. How these ideas are spoken or shared and how they are used were part of the family portraits painted, the intergenerational hopes described, and the family cultures that developed in different communities of parents, children, and families with whom we have worked.

We have found that the families themselves create cultural frameworks or what I have labeled, *family cultures*, within and across different generations. Family cultures connect the cumulative life experiences of an individual family member with the life goals of the family. They are built upon intergenerational practices and learning within families and are formed around several factors: accepted ethnic traditions, cultural rituals, sociopolitical histories, religious practices and beliefs, and negotiated roles within families over time. Talk and problems about race, discrimination, and culture are deeply embedded in family cultures which are manipulated by societal events and affected by shifts in family mobility.

Family cultures often influence, if not dictate in many instances, the ways that individual family members think about, use, and pursue literacy and how they persist in educational programs. In most cases, family cultures seem to revolve around a premise that family members define and hold as central to their purpose and to the life trajectory of children. Families vary in their level of desire to reshape these cultures which may be fluid or static, depending on the degree to which family members adapt or accommodate change. Family members construct traditions, practices, and behaviors that they believe are critical to survival and achievement and that are linked to a sense of their own family histories. In conceptualizing a framework for instruction, educators weigh family expectations and the social and cultural practices in which the family currently engages or hopes to develop.

How parents perceive their own literate ability and their children's literate behaviors and to what literacies they assign value are critical issues in how they make meaning out of the developmental and literacy activities of their young children. For adolescent and young adult parents, particularly those with limited access to educational support and marginal school experiences, there may be few opportunities to explore their children's early literacies.

Discussions in emergent literacy, for example, indicate that literacy acquisition begins during the preschool years when children acquire concepts of literacy, learn about the conventions and functions of print, and develop an interest in reading and writing. How and when children engage in or practice specific literacy activities, current work in parent-child and family literacy suggests, depends in some measure on the kind, quality, and quantity of literacy events and activities within the home. Particular features of the home environment have been found to be positively related to the emergence of literacy. Children's early experiences with books and reading are thought to contribute to their later success or failure in learning to read. Specifically, children may be socialized into the world of literacy through the presence of literacy artifacts (e.g., newspapers, children's books, paper, and pencils), experiences, (e.g., checking the schedule for television shows), events (e.g., watching adults as they read and write in different contexts and situations), and interactions (e.g., bedtime story reading) (Fitzgerald et al., 1995).

One argument is that adults with poor reading skills may be infrequent readers and also may read to their children infrequently. As a result their offspring may receive less exposure to literacy activities than children whose parents are better readers. The assumption embedded in this argument is that if offspring of poor readers are impeded in their acquisition of reading related knowledge, such experiential differences may contribute to the well-established tendency for reading problems to aggregate in families. A second, though not necessarily oppositional, stance is that children within homes where parents have limited reading and writing abilities may be exposed to a range of literate and other problem-solving activities, behaviors, and events that enable them to develop literate abilities, some of which are not measurable through traditional assessments.

Recommendations

What do we need to consider and act upon to respond to children's reading needs and reduce the apparent intractability of children's poor reading? Researchers such as Cathy Roller, Scott Paris, Violet Harris, Peter Winograd, and others have offered compelling perspectives, some of which I have attempted to integrate into my own analysis here. National research, practice, and public attention to promote children's reading should focus on:

- A national effort to support children learning literacy—one in which children have access to committed and trained assistants and tutors who make sure that they help children make the connections between and among literacy learning, their school life and home experiences, and the purposes and goals for the tasks of tutoring. Such efforts must be more than short-term agendas and must be implemented over time and with the knowledge that change for intergenerationally poor and educationally disadvantaged children and families is not a short-term enterprise and is intended to lead to self-sufficiency, self-efficacy, and the transfer of literacy knowledge, goals, and values from one generation to another.

- A rejection of "one size fits all" philosophies that polarize. On the one hand, we must acknowledge the code and the importance of phonemic awareness; on the other, we must utilize the strengths of whole language approaches and literature-based instruction. The field will need to act on behalf of children and strive for informed and realistic balance—a kind of bipartisanship, one might suggest.

- A focus on the language and literacy needs with which children enter school. There is enormous variability in the knowledge with which children enter school. Stanovich refers to the likelihood of children who have had the fewest resources prior to school experiencing the greatest number of problems—the "Matthew Effect." What is needed is greater emphasis on language-related issues for bilingual children, children who speak African American vernacular or nonstandard dialects, and children who have not received the necessary prereading and preschool experiences, without applying harmful stereotypes that contribute to failure.

- More thoughtful and creative ways to build and build upon communities and community resources. Children learn in a variety of places and from a variety of human and material resources. Churches, libraries, and volunteer efforts in communities enhance the opportunities for children to read and to receive support for literacy.

- Investment in preservice and ongoing professional development. There is variability in the undergraduate preparation of teachers. What is needed is more attention to preservice activities, including opportunities for prospective teachers to work with students as tutors and resources. In addition, a nationally recognized set of activities is needed that enables teachers to choose between and among the most strategic efforts. At present, teachers are often caught between the competing strategies of publishers, for example, who tend to produce work that highlights the most popular debate rather than the most effective method for reaching diverse children within classrooms and schools. Inherent in concepts such as *America Reads* are opportunities to strengthen children's literacy experiences and contribute to a culture of cognitive support for and social investment in children.

- Focus on families at-risk whose children are also at-risk and on the contributions of fathers and mothers. Poverty explains much of the variance in literacy, and the embeddedness of poverty in the lives of children limits both their human and academic potential and ultimately their ability to contribute to society as good citizens.

- The reality of culture, race, and diversity. The relative absence of a critical discourse about diversity and culture, above and beyond the recognition of difference alone, requires a re-analysis of the approaches used to teach reading and writing; assessment of instructional tools and artifacts used to convey the meaning of literacy within different contexts; and a discussion of what counts as knowing and knowledge. Do the cultural and literate experiences of an African American boy from a low-income home in North Philadelphia count as much as the experiences of a white boy from a middle-class home in Bloomfield Hills, Michigan or an African American or Latino boy from a middle-class home in Los Angeles, California? What is the nature of each boy's prior knowledge, and when and how do we achieve access to this knowledge or use it on behalf of children's literacy development? These questions invite us to re-examine a range of concepts that have aided literacy learning and teaching over the past decade (e.g., collaboration and classroom interaction, relationships between home and school, and prior knowledge). Our responses to them can serve as frames of reference to identify whether some sociocultural knowledge is more valued than others, who determines the value, and with what criteria.

Afterwords

Research on the bidirectionality of learning suggests that we understand more deeply the nature of home and community contexts, the literacies of parents and their potential contributions to children's literacies, and the interplay between the primary contexts of home and school that affect, if not dictate, whether and how children become engaged and sustain their engagement in literacy learning and how they themselves construct images of possibilities as learners. As researchers such as Delpit (1995), Foster (1996), and Harris (1995) note, teaching children about whom we care, whether they share a history or differ in experiences, is slippery and difficult work that can be facilitated, in part by understanding the social histories of children. When the ante is the literacy development of children, however, the investment is more than worth the work.

Vivian L. Gadsden

Vivian L. Gadsden is Director of the National Center on Fathers and Families (NCOFF) and Associate Professor of Education at the University of Pennsylvania. From 1990 through 1996, Dr. Gadsden also served as Associate Director of the National Center on Adult Literacy at the University of Pennsylvania. She received her doctorate in developmental psychology and education with a specialty in policy from The University of Michigan.

Dr. Gadsden's research focuses on family development and literacy across the life-span and within multiple cultures--primarily African American, Latino, and American Indian families, and families living in poverty. Her work examines the nature of persistence and consequences of intergenerational learning within families and explores the issues of race, class, and gender within home, school, and social contexts. Dr. Gadsden's current research projects are: (1) a multigenerational study of 25 African American families, (2) a parent-child Head Start project with African American and Puerto Rican families, and (3) a project with adolescent and young adult mothers and fathers.

Dr. Gadsden has published several articles and book chapters on issues related to families, literacy, and culture and is currently completing two booklength volumes: (1) a single authored work from her multigenerational study and (2) a co-edited volume, entitled *In Our Father's Image, In Our Mother's Heart: Life Notes on Families, Race, and Gender*. A third volume, co-edited with Daniel Wagner, *Literacy among African American Youth: Issues in Learning, Teaching, and Schooling* , was published in 1995 as part of the literacy series by Hampton Press. Her work has appeared as book chapters and as articles in journals such as *Theory into Practice*, for which she edited a special issue entitled "Literacy and the African-American Learner: The Struggle between Access and Denial," *Urban Education*, and *Teachers College Record*.

NCOFF
National Center on Fathers and Families

University of Pennsylvania
Graduate School of Education
3700 Walnut Street, Box 58
Philadelphia, PA 19104-6216
Phone (215) 573-5500
Fax (215) 573-5508

July 9, 1997

To Whom It May Concern:

This confirms that I receive no federal support for any research activities in which I am engaged currently.

Yours sincerely,

Vivian Gadsden

Vivian L. Gadsden
Director and
Associate Professor

BEST COPY AVAILABLE

Appendix H – Written Statement of Ms. Janet Nicholas

STATEMENT OF JANET NICHOLAS
MEMBER
CALIFORNIA STATE BOARD OF EDUCATION
PO BOX 944272
SACRAMENTO, CA 942244-2720

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: WHY CHILDREN CAN'T READ
July 10, 1997 at 10:00 AM
2175 Rayburn House Office Building
Washington, DC 20515

I, Janet Nicholas, have not received any Federal grant, contract, subgrant, or subcontract during this fiscal year and/or the two preceding fiscal years.

WHY CHILDREN CAN'T READ

CALIFORNIA'S WHOLE LANGUAGE EXPERIMENT

For the past 30 years, most California students have learned to read using the "Look-Say" method, with the exception of a few years in the early 1970's. The Look-Say method is best known for the "Dick and Jane" series of readers. It was the first in a long line of progressive education reforms designed to make reading more "interesting" and "relevant" for students. While California maintained some phonetic instruction with Look-Say, by 1987 California embraced Whole Language and eliminated what remained of phonetic instruction.

Contrary to all scientific evidence, the Whole Language philosophy holds that a skills-based teaching approach, which emphasizes phonics, spelling, and grammar, alienates children from books and reading. Advocates purport that children learn to read as they learn to speak "naturally"--that is, by simple immersion. California officially adopted this failed reading philosophy a decade ago with the state's *1987 Language Arts Framework*. Whole Language subsequently became the most popular fad since the "open" classrooms of the 1970's. Unfortunately for California children, the unsubstantiated claims and enthusiastic visions of Whole Language ideologues proved to be disastrous when applied to real children. By 1994, it was clear that California was in a reading crisis of epidemic proportions.

Test results from the National Assessment of Educational Progress (NAEP) confirmed that California's children are among the poorest readers in the nation. Fifty-nine percent of our fourth graders lacked basic reading skills. California's reading failures cannot be explained away by the usual array of excuses.

- California students whose parents graduated from college were next-to-last in the nation in reading.
- California fourth grade non-minority students scored last among non-minority students in the nation.

The statistics alone, however, do not begin to reveal the personal tragedies of hundreds of thousands of children and their parents who have been the victims of the failed Whole Language experiment. Far too many of the children who were never taught to read in elementary school now continue to struggle with the written word in middle school, unable to read the most basic grade level materials.

As Ms. Abarca--a devoted third grade bilingual teacher in central Los Angeles--recently anguished, "I have seen the failure of the whole language method, which has kept our children from learning how to read in both English and Spanish. I have seen a public school system that I love going further and further downhill. For the last ten years, teachers have been denied the opportunity to teach using systematic, explicit phonics, decoding skills, grammar, spelling, and proper handwriting. Where do these theories come from? They certainly are not developed in the classrooms of experienced elementary school teachers, who know how to teach young children."

Today we have a whole population of students who--year after year--were passed along without ever learning to read. In more affluent areas of my state, some parents were able to remediate their sons' and daughters' lack of phonics instruction by utilizing private tutors, home tutoring and/or increasingly popular commercial phonics games and instructional programs. Those children most in need and most disadvantaged did not fare as well, because their parents lacked the economic means to purchase supplemental phonics materials and/or tutorial services.

HOW DID CALIFORNIA GET IN THIS MESS?

In an effort to try to understand how California became the Whole Language mecca, I reviewed countless documents and news reports, and I spoke with key decision-makers. While the research on reading is and was incontrovertible, education as an institution does not always operate on the basis of evidence and research findings. The culture that existed in the California Department of Education and our education community was philosophically biased to "holistic" and "natural" approaches to learning. Proponents of any idea were evaluated on the basis of their vision and their laudable intentions, with little or no thought given to objective evaluation of the likely consequences of proposed instructional methods.

Anecdotal evidence and testimonials by proponents were substituted for scientific research. Statements like--children should get to the meaning of written material "quickly, often leaving the more difficult task of learning words until after students have experienced the delight of understanding meaning in sentences" (1987 *Language arts Framework*)--were accepted without question, even though competent research was clearly showing that the meaning does not occur without word decoding. As noted by Professor Barbara Foorman, "It is true that the objective of reading is the extraction of meaning from printed text, but this complex process is greatly facilitated when decoding of the individual words in text is automatic and effortless. Thus the basis of any sound early reading program is to balance direct instruction in grapheme-phoneme correspondence to build essential skills in fluent decoding with instruction designed to build vocabulary and essential language skills necessary to extract meaning from decoded text."

Backed by a system that valued the "good intentions" of proponents more than reliable research, California's educational establishment embraced Whole Language with a vengeance. Most teachers liked teaching Whole Language (87% by one 1993 survey) as many teachers were delighted with the idea of shifting "from a focus on error to a focus on creation." Invented Spelling, the most notorious by-product of Whole Language, counseled teachers not to correct spelling errors for fear of damaging the child's self esteem and creativity. By 1995, the situation became so out of control that the state Legislature unanimously stepped in to express its view that "the fundamental skills of all subject areas, including systematic, explicit phonics, spelling, and basic computational skills, be included in the adopted curriculum frameworks and that these skills and related tasks increase in depth and complexity from year to year."

CALIFORNIA'S STRUGGLE TO MOVE TO RESEARCH-BASED TEACHING

Recognizing that our children could not wait for a new *Language Arts Framework* to be written and approved, the State Board of Education adopted a *Reading Program Advisory* in May, 1996, after months of struggling against well orchestrated attempts by Whole Language ideologues to salvage much of their failed strategy. The State Board, the State Superintendent, and the California Commission on Teacher Credentialing jointly issued an alert to local school districts, parents and teachers, calling for detailed explicit systematic phonics instruction in a comprehensive, balanced reading program. In drafting the Advisory, Board members sought the assistance of nationally acknowledged reading researchers. Many within the California Department of Education and our educational establishment sought to define "balance" in the political context of negotiating a compromise of conflicting instructional methods, e.g. adding some phonics (and spelling) to Whole Language. The State Board ultimately prevailed and balance was defined as explicit, systematic phonics instruction reinforced by good children's literature.

In July of 1996 the Legislature and Governor allocated some $200 million dollars for a statewide early reading initiative. Components of the California Reading Initiative include: (1) locally conducted professional development for all K-3 teachers in research-based reading instruction, (2) grants to improve pre-service training of teacher candidates in research based reading instruction, (3) sufficient funds (approximately $80 per student) to ensure that all K-3 pupils have a complete set of core reading materials, (4) comprehensive reading leadership training to ensure that research findings are fully disseminated to local school boards, administrators, and curriculum specialists. This specific investment for reading was combined with a nearly one billion dollar effort to reduce class size to no more than 20-to-1 in the primary grades.

Unfortunately, it is now clear that we have a long and difficult road ahead, even with this enormous financial commitment to improving reading instruction. We have great numbers of teachers who have received little or no solid *pre-service* training in reading instruction. Moreover, the state's reading training consultant in remarks to the State Board earlier this spring estimated that only 20 percent of our K-3 teachers have been given the necessary *in-service* training or materials needed to teach systematic, explicit phonics. To date, the education department of the California State University campus in my own county offers no courses in phonics instruction to their teacher candidates. Despite the efforts of the Chancellor of our state college system, our teacher training institutions remain largely bastions of Whole Language. Reports coming in from local school districts indicate that much of the locally directed teacher training monies have been spent on in-service training conducted by people who are either not qualified to teach phonics or are Whole Language advocates. It should be noted that this is not exclusively a conflict over ideology. With one out of every eight American students in grades K through 12 residing in California, our five million public school students represent an extremely lucrative market for instructional materials and/or teacher training programs.

THE ROLE OF THE FEDERAL GOVERNMENT

The federal government has supported a number of important projects to improve our understanding of the teaching and learning of reading. The Reading Center at the University of Illinois (Anderson and Osborn, 1975 to 1990) produced two seminal works: *Becoming a Nation of Readers* (1985) and *Beginning to Read* (1990) by Dr. Marilyn Adams. Concurrently, the National Institute of Child Health and Human Development, under the direction of Dr. Reid Lyon, carried out rigorous scientific research to understand the causes and remedies for difficulties in learning to read. The National Center to Improve the Tools of Educators from the Office of Special Education Programs, has, since 1990, synthesized reading research and taken it to legislators, state boards, educators, and publishers under the direction of Dr. Douglas Carnine and Dr. Edward Kameenui. This federal commitment to research is vitally important to ensuring that educational policy decisions in reading and other fundamental skills are based on reliable research, not the latest fad or fallacy.

It is popular to espouse that the role of the federal government is to provide vision and leadership in educational issues, yet those words ring hollow and have had little impact on the quality of education received by real children, particularly those condemned to low performing schools by virtue of their place of residence. While the federal government has made excellent, though modest investments in reading research, it has failed to take the critical next step: insisting that the results of this important research be reflected in the spending of the billions and billions of dollars allocated to education programs, including Title 1, Special Education, and bilingual education. As a result, countless disadvantaged children have been cheated of what they need most to succeed in life: academic proficiency.

We do not need yet another untested reform, restructuring, or innovation initiative. We do not need funding for new proposals on a "hit or miss" basis. What we do need is rigorous, results-based federal education research to evaluate and identify how to improve student performance in core academic subjects. We need solid evidence of educational tools and strategies that work--and work consistently--as verified by sustained, objectively measured student academic achievement. We need you, the Congress, to adopt policies and protocols to ensure that federal education dollars are focused on validated, research-based, effective instructional practices.

In California we have painfully learned at the expense of a generation of youngsters, that a fad, however well intended, and inspiring verbiage can do great harm to children and their future opportunities in life. Unless the federal government and the states make a firm and very public commitment to shift from a mode where educational policy is determined by popularity and/or fashion to one in which policy results from, and is linked to, confirmed research findings, I fear that we will have learned little from my state's tragic Whole Language experiment.

Americans are justly demanding that our public schools, teachers, and students be held accountable for results. The federal government's decisions on how it spends billions of educational dollars must surely be held to the same standard.

JANET G NICHOLAS
17500 NORRBOM ROAD
SONOMA, CA 95476
707-938-8302 FAX (707)-935-0223
sonoma@inreach.com

EMPLOYMENT HISTORY

1981 to present	**PROPRIETOR. NICHOLAS VINEYARDS** Proprietor, financial and development manager.
1993 to present	**LAND USE/ FINANCIAL ADVISOR. NICHOLAS PROPERTIES** Consultant to Nicholas Properties. specializing in land use & strategic planning.
1991 to 1992	**COMMISSIONER. BOARD OF PRISON TERMS** Appointed by Governor Wilson: resigned to run for State Assembly
1985 to 1991	**COUNTY SUPERVISOR. SONOMA COUNTY** Elected in June 1984: re-elected in June 1988
1972 to 1983	**PLANNING COMMISSIONER. SONOMA COUNTY** Developed and implemented the county's first General Plan and numerous Area Plans.
1973 to 1982	**ECONOMIST, JANET G. NICHOLAS CONSULTING** Economic Consultant to NTBF, specializing export market development and strategic planning. "E Award", US Dept. of Commerce.
1969 to 1970	**ANALYST, PACIFIC COAST REAL ESTATE EXCHANGE** Developed program and marketing strategy for computer financial analyses and listing of commercial property.
1967 to 1969	**ECONOMIST. ECONOMICS RESEARCH ASSOC.** Economic forecasting and market projections. Principal clients included: Disney Corp., Amfac. H.H. the Aga Khan. Weyerhauser Properties, and the City of El Monte.

EDUCATIONAL HISTORY

INSTITUTION	**DATES**	**DEGREE/MAJOR**
UCLA	1965-1967	BA Economics
Harvard University	1966	International Economics
U C Berkeley	1963-1965	Economics

COMMUNITY HONORS AND AWARDS

1992	Named one of Sonoma County's most powerful women, *Sonoma Business Magazine.*
1992	Honorary Cellarmaster Award, Sonoma County Wineries Association
1991	"Voice of Working Women", Santa Rosa Business & Professional Women

1990	Woman of the Year Award. Sonoma Soroptimists
1989	Community Leadership Award. Social Advocates for Youth
1989	Honorary Chairman. Redwood Empire Camp Fire Council
1988	Named one of Sonoma County's most powerful people. *Santa Rosa Press Democrat*
1988	The Child Care Award. Community Child Care Council & Business Leaders Forum
1987	Woman of the Year. *Sonoma Index Tribune*
1986	Woman of the Year. *Sonoma Index Tribune*
1986	Substance Abuse Prevention Award. Social Advocates for Youth
1986	Assembly Resolution for leadership in youth drug abuse prevention
1984	Community Service Award. Sonoma County
1971	Distinguished Service Award. City of Sonoma

ORGANIZATIONS

California State Board of Education. member	1996 to present
Sonoma County Community Foundation. Advisory Board	1996 to present
Board of Directors. Crime Victims United	1994 to present
Director. National Council for Juvenile Justice	1993 -to 1996
Chair. State Juvenile Justice & Delinquency Prevention	1993 to 1996
Member. Calif. Criminal Justice Council	1993 to 1996
Lifetime Director, Sonoma Valley Vintners	1986 to present
Gentle Lady of the Vine. Knights of the Vine	1987 to present
Sonoma Film Festival. Advisory Board	1997

Appendix I – Written Statement of Ms. Barbara Ruggles

Testimony of
Barbara Ruggles
Member,
American Federation of Teachers

Before the
House Education and Workforce Committee
July 10, 1997

Hello, my name is Barbara Ruggles. I am a teacher in the Park Forest-Chicago Heights School District in Illinois. It is a pleasure for me to speak to this Committee and tell you of my experiences in the classroom.

I have been a classroom teacher for thirty years--eighteen years in a first, second, third grade classroom, 3-1/2 years in kindergarten, 3-1/2 years in third grade, and the last five years in a kindergarten, first, and second grade classroom. I am telling you this so that you know that I have taught pre-reading, reading readiness, reading, and third graders who could not read.

In addition to teaching, I have read many reading research studies as a national trainer for the American Federation of Teachers' Educational Research and Dissemination Professional Development Program's *Teaching Beginning Reading* course. In addition, during my 30 years of teaching, I have used many reading programs and spent time in the New Zealand schools observing reading instruction.

There are four concerns that I would like to address today -- instruction in phonemic awareness and phonics/decoding skills, grouping for reading instruction, teacher preparation and in-service staff development, and the lack of accessibility of available research in reading and research-based, proven, replicable programs.

Instruction in Phonemic Awareness

How do we teach students to read? It starts with phonemic awareness. What does this mean? It means they must be able to decode, or sound out words. It means that they must know the sounds for the letters, and they must know that when those letter/sounds are moved around in a different order, they make new words. There are only so many "sight" (memorized) words that a child can retain. Therefore, it is essential that a child learn to sound out words in order to become an ***independent*** reader. This must be done with systematic, explicit direct instruction. By systematic, I mean that there is a logical, methodical order to the instruction -- from easy to more difficult -- with today's instruction building on what I taught yesterday and preparing students for what will be taught tomorrow. By explicit, I mean that we cannot expect most children to "figure out" by inference or generalization what they need to know about sound/symbol relationships and how to manipulate sounds to make new words simply by being exposed to large numbers of books and stories. Most children must have direct instruction in phonemic awareness and phonics, -- knowledge about letter sounds and how to blend them to form words. Explicit direct instruction also means that students must have guided practice -- teachers "walking" students over the bridge from letter/sounds to blending to making words, and then to reading those words.

Once taught phonics elements, students must practice using the sounds and letters just taught, by reading decodable text - text developed using words easily decoded using principles from that day's or previous days' instruction. This is necessary for students to become proficient in application of those particular decoding principles. ***We cannot***

BEST COPY AVAILABLE

assume that children will make the connection between the phonics/decoding lesson and the printed words in stories. This point is *so* important, yet such texts are not often a part of early reading instructional materials. There are almost no reading programs available today from the major education publishing companies that provide for systematic, explicit phonics instruction with supporting decodable text. Teachers are learning that they must compensate for the low relationship between phonics taught (explicitly or implicitly) and available texts.

Often, instead of explicit decoding instruction, children are taught to look for other cues on the printed page to help them figure out unrecognized words. However, most often children cannot rely on pictures or on predictable text to figure out unknown words. Predictable texts (or patterned stories) and most pictures disappear by third grade. Children must be able to decode words automatically -- without having to consciously think about what they're doing -- by this time. This ***automaticity*** is what makes a fluent reader, and one that also understands what he or she is reading. If a child must stop and think about sounding out every word, meaning (comprehension) is lost.

I have been talking about the importance of early explicit instruction and intervention, when necessary, for learning to decode. But what about the third or fourth grade student who cannot read? As I mentioned earlier, many reading series emphasize using context to figure out words. However, an important statistic for you to know is that a child has a 40% chance of "getting" a functional word (e.g., *this, that, the, of, etc.*) from the context, and just a 10% chance of getting a content word from context. (Gough, 1983). The answer is that ***children must be able to decode.***

There is another startling statistic that I'd like to share with you. Research has shown that there is an extremely high (.88) correlation that if a student is in the lowest quartile (bottom 25% of all students) at the end of Grade 1, that that student will still be in the lowest quartile in the fourth grade. The message in this is that we cannot expect children to eventually and naturally "develop" good reading skills. They rarely catch up on their own. We cannot wait and hope that they will catch on. We must teach them the key to unlocking the printed message. And this also means that it is critical to have early identification of potential reading problems so that appropriate interventions can begin early enough to stave off the major failure of the system to teach a child to read.

It is important to point out that when I talk about teaching phonics, I am talking about just one part of reading instruction -- 15 to 30 minutes of instruction per day. I am ***not*** talking about major portions of the school day or reading instruction time devoted to phonics to the exclusion of other forms of reading instruction. Nor should anyone confuse the kind of phonics instruction I am suggesting with the boring and seemingly endless "bi, ba, bu" drills that highlighted phonics instruction in an earlier time. Yet, even for this newer approach, there is a resistance to direct instruction in phonics and decoding skills, in favor of the "whole language/literacy" approach, in which there is no systematic decoding

BEST COPY AVAILABLE

skills instruction. Whole language has brought us wonderful stories and an important emphasis on writing. What it didn't bring us was explicit, direct instruction in phonics/decoding skills, which is critically necessary for at least 30% of our students who are represented in our largest urban areas.

Grouping for Reading Instruction

These days reading instruction is often done as whole class instruction. What do many first grade classrooms look like during reading time? Well, there are twenty-five plus children holding the same book/story and reading it together. There clearly is value to reading aloud together -- hearing the pronunciation of the words, the rhythm of the language, the expression that makes the story come alive. However, this is *not* reading instruction that will teach children to become independent readers. After the class has read *The Little Red Hen* together, the teacher does not know who can read it, who has memorized it, and who has guessed at the words by looking at the pictures. Group reading can be a good activity, but it is not helping children learn to decode so they will become comprehending and fluent independent readers.

Last weekend, I went to the University of Pittsburgh to work with Dr. Isabel Beck and Dr. Rebecca Hamilton to complete development of the AFT's ***Educational Research Dissemination Professional Development Program's Teaching Beginning Reading*** course. Dr. Beck and Dr. Hamilton are co-authors of *Questioning the Author*, the International Reading Association's Book Club Selection for May 1997.

Dr. Rebecca Hamilton, who is also a pianist, illustrated the problem of "whole class reading" using a wonderful analogy. Dr. Hamilton said: "I will play a Chopin piece for you. In fact, I will play it a second and third time, and I will give you the score to follow. After that, I will show you pictures of Chopin, tell you about his life, and then we can write about how we felt when we heard the Chopin piece and even illustrate our story. *Then*, I will ask you to play Chopin for me." The point is clear -- the activities have merit, but they are not a substitute for instruction in how to play the piano, based on *my* prior knowledge of the instrument.

My point is simple: To be successful readers, children need to be grouped for beginning reading instruction. A child who does not know letters and/or sounds must learn them. However, children who already know the letter/sound correspondence should not be wasting their time in a group that is learning what they already know. These children should be working on blending the sounds to make words, sounding out words, reading and writing the words that they have learned. Children who know how to blend and sound out words should be using these skills to read stories. Grouping to teach children the needed skills is essential for effective beginning reading instruction.

BEST COPY AVAILABLE

Many schools have been insisting on whole group instruction for reading where every child has the same book. In a third grade classroom, only third grade books are available to students. Does this make sense? For social studies and science it can work, but a child must be taught to read at his or her own instructional level, and the materials must be appropriate for that instruction. If we are not challenging readers with appropriate materials that will use their skills, if we are not teaching letter/sound relationships, blending, sounding out words to teach children to decode, then we are not giving our children the start they need to become fluent independent readers.

There is always, and rightly so, great concern about reading comprehension. That is, of course, the true purpose of reading. Comprehension should not be seen as a separate part of reading instruction to be thought about and introduced only after children have learned to decode words. That approach was a big part of the weakness of earlier phonics-based reading programs. Therefore, talking about the story, understanding the author's intent, asking questions, summarizing the story, describing and discussing the characters, predicting what might happen next, discussing problems and solutions within the action of the story, talking about how the story might end in a different way -- all this must be a part of reading instruction from day one. After all, it is through the comprehending of a story that a child learns to love reading and gives him or her a reason to want to learn to read.

Teacher Preparation and In-Service Staff Development

I'd like to say a little now about whether teachers have been adequately prepared to teach reading. There are very few prospective teachers coming out of schools of education with knowledge about phonemic and phonological awareness, or with the prerequisite skills and understanding to provide students with explicit direct instruction in phonics/decoding skills. In addition, there are very few school districts that provide effective and meaningful, research-based staff development to teachers, who are responsible for teaching students how to read. Yet, we know there is a large body of research out there (some of it has been around for over 20 years) that clearly indicates the kind of reading instruction necessary for many of our students, particularly for those students most in need. We also know that there are some proven programs, based on much of this research, that can be replicated. Why is it that this kind of information is not made readily available to teachers and even in some cases to school district administrators? Why don't newly-prepared teachers come to teaching already possessing this knowledge? Why is there virtually no staff development available to present these research findings and train teachers in the instructional strategies needed to make every student a successful reader? Why are the available programs that work, such as Success for All and Direct Instruction, not broadly replicated? I have many questions, but few answers.

BEST COPY AVAILABLE

I have one more very telling story to relate on this issue. A very close friend of mine is a special education teacher working with intermediate grade children. She had two students, who seemed to be very bright, but could not read. When she tested them, she found no visual processing problem and no auditory processing problem. Therefore, they were not going to receive any extra special education services. Around that time I read an article entitled, "A Synthesis of Research on Reading From the National Institute of Child Health and Human Development," by Dr. Bonnie Grossen of the University of Oregon. The paper cited the work of Dr. Reid Lyon and states in part:

> *"Much of the recent research has focused on identifying the nature of reading disabilities and the causes. Using modern neuroimaging technology, medical researchers have identified a unique signature on the brain scans of persons with reading problems. Those unique brain scans seem to reflect an inability to work with the phonemes in the language. This lack of phonemic awareness seems to be a major obstacle to reading acquisition. One in five children display these unique characteristics and have great difficulty learning how to read. However, the distinction is fuzzy with reading problems existing on a continuum from slight to sever. About 40% of the population have reading problems severe enough to hinder their enjoyment of reading. These problems are not developmental and do not diminish over time, but persist into adulthood without appropriate intervention. Treatment intervention research shows that appropriate instruction seems to be the best medicine for reading problems. Very recent research shows that phonemic awareness can be taught and practice can change the signature of the brain scan."*

I gave the article with my friend Sue, the special education teacher. She has shared the article with her special education staff and with the parents of the two children I referred to earlier. But, of greatest importance, she started working more on letter/sounds, manipulating letters to make words and then having the children use these words to write stories -- stories that *they* can now read -- to the delight of their parents, their teachers and most importantly--to themselves.

Also, you have no idea what getting that information meant to the rest of the faculty. We were dancing in the halls. We realized that we *could* do something about reading problems. We knew in our hearts all along, when every new fad was brought in and every new reading series was introduced -- that we needed to include phonics instruction, even when the program had no phonics component. Now we had some evidence to back up what we knew intuitively was true. Yet, how many teachers knew about this research? Not many. How many principals? Not many. How many curriculum directors? Not many. How many superintendents? Not many. How many school of education professors? Not many.

And where did I get this research? Ultimately, I got the information from my union. But there is something very wrong with this picture. Why has a body of research on reading instruction not been "available" to the people who are teaching reading to the children?

The fact is that the research is out there, and successful applications of the research in proven programs are also out there. So, I guess the bottom line questions for me are: Why do we still go with every new reading "fad" instead of building on our research base, and adding to the information that we know works well? Why do teachers have to hide the old books that they know work, when the new series are passed out? We know what to do. We need skilled, knowledgeable teachers who have been given the research and taught how to apply it. We need good schools of education and good staff development. In *What Matters Most*, the report of the National Commission on Teaching and America's Future, it says that the greatest gains in student achievement occurred when districts used their money to invest in ***teaching their teachers***.

Let's not hide what works. Let's teach our children to read.

BEST COPY AVAILABLE

BARBARA RUGGLES

Home: 21426 Hillside Road
Frankfort, Illinois 60423
(815-469-5049 (home)
(815) 469-8226 (FAX)

Office: Park Forest Chicago Heights
School District 163
242 South Orchard Drive
Park Forest, Illinois 60466
(708) 748-7050

SUMMARY

30 Years of Experience in Teaching

EDUCATION

40 Hours Beyond Masters

Masters of Science in Woman's Studies
Governors State University
December 1985

Bachelor of Science, Elementary Education
Kansas University
1965

PROFESSIONAL CERTIFICATION

Type 03, State of Illinois, 1967

PROFESSIONAL EXPERIENCE

Elementary Teacher
Park Forest-Chicago Heights School District No. 163
Park Forest, Illinois
1967 to Present

Elementary Teacher
Topeka Public Schools
Topeka, Kansas
1966-1967

PROFESSIONAL ORGANIZATIONS

AFT Local 604, Education Vice President
Teachers' Federation of Park Forest, President
IFT Educational Excellence (QuEST) Committee, Chairperson
IFT Illinois School Improvement Task Force, Chair
Illinois Service Center #4 Governing Board, Member
    (Governing 66 Suburban Districts)
AFT Educational Research and Dissemination, Local Site Coordinator
Delta Kappa Gamma, Beta Beta Chapter
American Association of University Women

AWARDS AND HONORS

Distinguished Service Award, Educator, 1996
Who's Who in American Education, 1996

WORKSHOPS/CONFERENCES

AFT Educational Research and Dissemination (ER&D) Volume I,
    Local Site Coordinator

Illinois School Improvement Process Trainer, 1995-1996

Reading Presentation
    AFT Program and Policy Council
    1995

Teaching Beginning Reading Trainer
    AFT Educational Research and Dissemination (ER&D)
    1997

BEST COPY AVAILABLE

Barbara A. Ruggles
21426 Hillside Road
Frankfort, Illinois 60423
Home: (815) 469-5049 Fax: (815) 469-8226

July 8, 1997

TO: Representative Bill Goodling, Chairman
Committee On Education And The Workforce

FROM: Barbara Ruggles

I have not received a Federal grant, contract, subgrant, or subcontract during this fiscal year nor for the two preceding fiscal years.

Signed Barbara Ruggles

BEST COPY AVAILABLE

Appendix J – Written Statement of Ms. Margaret Doughty

A Project of America Reads

READ ALL ABOUT IT

A collaborative communique from SERVE Houston, the Greater Houston Community Foundation, and the Houston READ Commission

Vol 1, No 2

New *Houston Reads to Lead!* Logo Displays Focus of Program

You may have noticed something new at the top of this newsletter With this issue, *Houston Reads to Lead!* unveils its new logo to the public as a symbol of Houston's commitment to the concept of 100% literacy and to fostering the joy of reading within families

The new logo was designed by Literacy•AmeriCorps member Gerardo Villarreal and incorporates the family with parent and child joined together by their love of reading, represented by the book The urban nature of this coalition is also represented in the skyline

Ideas for the logo were presented to the *Houston Reads to Lead!* steering committee, who reviewed them and combined two of them to create the new logo.

KTRH NewsRadio 740's J.P. Pritchett goes all out for literacy

Sharing the joy of reading

U.S. Department of Education Kicks Off America Reads Summer Reading Program

On May 20, the U.S Department of Education helped kick off the Summer Reading Program, a part of the *Houston Reads to Lead!* project The topic of the town meeting put the focus on the innovative things we are doing as a city to promote family literacy

The kickoff was part of the Satellite Town Meeting for communities working to improve their local schools This month's topic for the meeting was "Reading Together Families, School and Communities" Broadcast from Washington D C to 700 sites across the nation, the meeting featured Secretary of Education Richard W Riley, who welcomed parents, educators, business and community leaders from across the country who have organized high-quality, community-wide summer reading programs for children The discussion focused on innovative ideas for summer reading activities for children It showcased how Houston is working together to create opportunities for parents and children to improve their reading skills during school vacation

Viewers were able to call a toll-free number during the meeting to ask Secretary Riley and his guests about ways to improve the reading

See Kickoff, page 3

IN THIS ISSUE:

Partners - Find out more about Houston projects
See page 2
What is the role of AmeriCorps?
See page 3
Want to volunteer? See our tutor training schedule.
See page 4

BEST COPY AVAILABLE

BUILDING A LITERATE COMMUNITY
Houston READ Commission
The Mayor's Coalition for Literacy

Margaret Doughty is the Executive Director of the Houston READ Commission, a Mayoral Commission dedicated to eliminating illiteracy in Houston. As Executive Director of the Houston READ Commission, she is the leader of the largest urban literacy coalition in the United States with more than 100 partner agencies in the city. Through the leadership of the Commission, partner agencies have been the recipients of more than one and a half million dollars in literacy resources since 1992. The Commission's literacy coalition has also grown in that time from 14 partner agencies to over 100, and the number of students served by the Commission and its partner agencies has increased from 10,000 in 1988 to over 63,000 last year. Using this coalition as an example, Ms. Doughty has also founded the Texas Urban Literacy Coalition and now co-chairs the National Alliance of Urban Literacy Coalitions.

Ms. Doughty has worked more than twenty years in the literacy field as teacher, curriculum designer, trainer and administrator. Her experience includes international service in the United Kingdom, in Iran, in the United Arab Emirates and in Zimbabwe.

The Houston READ Commission and Ms. Doughty are committed to working together to empower the community. In addition to her duties at the Commission, Ms. Doughty serves on the advisory board of Children at Risk and is a literacy technical advisor to the Texas Council on Workforce and Economic Competitiveness.

In 1992, the Commission was recognized by Leadership Houston with the Leadership in Action Award for social responsibility and again in 1994 with the Literacy AmeriCorps program. Ms. Doughty was honored at the 1994 Latino Festival for her work with the Hispanic community, and she received the 1995 Distinguished Community Service Award from the Texas Association of Minority Business Enterprises.

BEST COPY AVAILABLE

HOUSTON READ COMMISSION
SCHEDULE OF FEDERAL AWARDS

Grantor,Program Title and Period:	**CFDA Number**	**FEDERAL AWARD**	
U.S. Department of Labor			
Passed through Houston Job Training Partnership Council			
(Houston Community College)			
Job Training Partnership Act:			
07/01/95 - 06/30/96	17.250	$68,000.00	
07/01/96 - 06/30/97	17.250	$61,880.00	
Total U.S. Department of Labor			**$129,880.00**
U.S. Department of Education			
Americorps			
07/01/94 - 08-31-95	84.198A	$214,071.00	
07/01/95 - 08/31/96	84.198A	$350,537.00	
07/01/96 - 08/31/96	84.198A	$1,313,570.00	
Passed through Texas Education Agency and Houston Community College			
National Literacy Act			
07/01/94 - 06/30/95	84.198A	$180,041.00	
07/01/95 - 06/30/96	84.198A	$157,816.00	
07/01/96 - 06/30/97	84.198A	$128,936.00	
Total U.S. Department of Education			$2,344,971.00
U.S. Department of Housing and Urban Development			
Passed through United Way of the Texas Gulf Coast/Child Care			
Emergency Shelter Grants Program:			
07/01/94 - 08/31/95	14.231	$39,844.00	
07/01/95 - 09/30/95	14.231	$40,259.00	
10/01/95 - 06/30/96	14.231	$31,177.00	
07/01/96 - 10/31/96	14.231	$11,855.00	
11/01/96 - 06/30/96	14.231	$27,000.00	
Passed through Tx Department of Housing and Community Affairs			
Emergency Shelter Grant Program:			
09/01/95 -08/31/96	14.231	$38,376.00	
09/01/96 - 08/31/97		$35,000.00	
Passed through Texas Department of Housing and Community Development			
Community Development Block Grant			
07/01/95 - 06/30/98	14.281	$76,333.00	
11/01/96 - 10/31/97	14.281	$34,998.00	
Total of U.S Department of Housing and Urban Develop.			**$334,842.00**
U.S. Department of Health and Human Services			
Passed through Harris County Housing and Community Development:			
AFDC/JOBS Program			
10/01/95 - 08/31/96	93.021	$88,350.00	
09/01/96 - 08/31/97	93.021	$77,262.00	
Total U.S. Department of Health and Human Services			**$165,612.00**
TOTAL FEDERAL AWARDS			**$2,975,305.00**

BEST COPY AVAILABLE

Appendix K – Prepared Statement of the Honorable Carolyn McCarthy

THE HONORABLE CAROLYN McCARTHY

COMMITTEE ON EDUCATION AND THE WORKFORCE HEARING ON "LITERACY: WHY CHILDREN CAN'T READ"

JULY 10, 1997

I want to begin by thanking the Chairman for holding this hearing. As someone who believes that a solid education at an early age and beyond is the key to opportunity in life, I am pleased that the Committee is focusing on how we teach children to read.

It goes without saying that success in reading in the lower grades will lead to success at the higher grades, and success in the workforce later in life. That is why I am concerned that the 1994 National Assessment of Education Progress found that 40 percent of American children were not reading at the proper grade level by the end of the fourth grade. How can we expect the next generation of workers to succeed when almost half of students are falling behind right now?

As someone with a learning disability, and the mother of a child with a learning disability, I know first-hand how difficult school can be when students fall behind in reading. That is why I support early intervention programs to help students catch up before they fall too far behind. If an ounce of prevention is worth a pound of cure, then helping students learn to read at the earliest stages of school will help reduce the need for remedial education down the road.

I spend every Monday and Friday in schools in my district, and I have visited scores of elementary schools, speaking with teachers and students about how reading is taught. And I am constantly impressed with the commitment among teachers to ensuring that every child can read. However, many teachers also say they would like better training in teaching reading. Because teachers play such an important role in the education of children, we should give them the tools they need to do their jobs; therefore, I support professional development programs that help teachers help students.

Furthermore, I have spoken with many parents and community leaders in my District, and all show interest in helping children read. Businesses, too, know that the key to having a well-trained workforce is improving literacy in schools. They all agree that helping children read is a responsibility that everyone shares.

I hope this Committee examines not just the problem of why children can't read, as the hearing's title suggests, but also solutions that help them read. I encourage my colleagues on the Committee and the witnesses to discuss successful early intervention programs, the importance of professional development, and how we can involve the whole community in helping kids read. Most of all, I hope we explore ways to ensure that the reading lessons kids receive today will help them be productive members of the workforce in the future.

HEARING ON LITERACY: A REVIEW OF CURRENT FEDERAL PROGRAMS

Thursday, July 31, 1997
House of Representatives,
Committee on Education and the Workforce,
Washington, D.C.

The committee met, pursuant to call, at 10 a.m., in Room 2175, Rayburn House Office Building, Hon. William F. Goodling [chairman of the committee] presiding.

Present: Chairman Goodling, Representatives Petri, Barrett, Hoekstra, McKeon, Castle, Riggs, Schaffer of Colorado, Deal, Clay, Kildee, Martinez, Owens, Payne, Mink, Roemer, Scott, Woolsey, Fattah, Hinojosa, McCarthy, Ford, and Kucinich.

Staff Present: Lynn Selmser, Professional Staff Member; D'Arcy Philps, Professional Staff Member; Sally Lovejoy, Senior Editorial Policy Advisor; Andrea Weiss, Legislative Assistant; Carol Cummings, fellow; Gail Weiss, Minority Staff Director; June L. Harris, Minority Education Coordinator; Alex Nock, Minority Legislative Associate; and Mark Zuckerman, Minority Counsel.

Chairman **Goodling**. If the witnesses will come to the table: Dr. Vinovskis, Dr. Walberg, Dr. Wilhoyte, Dr. Hayes, Dr. Johnson. All those doctors and we peons sitting up here. How about that?

Today we will examine the importance of Federal literacy programs and teaching children how to read. Witnesses will provide us with their insights into the effectiveness of the programs, such as Title I, Head Start, Even Start, and Bilingual Education. We spend money on programs, and we always want to know whether they are quality programs and how effective they are, and the purpose of today's hearing is to gather information on what works and what doesn't work.

Reading is fundamental to a child's ability to learn, and if children cannot read, they will have difficulty with their academic classes. According to the NAEP 1994 Reading Report Card, 40 percent of students in the fourth grade were below the basic level of reading achievement. This is a cause for great concern to us. I am particularly interested in learning about the impact of the Title I program. These are definitely the children most in need of reading assistance, and we have to be sure the Federal programs are designed to meet their needs and to make sure they are effective.

Of course, I am always interested in hearing how we are doing in Even Start, and we will be interested in hearing that again today. And, again, in Head Start and Title 1, I have always said year after year after year, we want to make sure they are quality programs, because if they are not quality programs, we will help to cause the disadvantaged to become more disadvantaged, and that is the opposite of what we want to do.

I now turn to the ranking member, Mr. Clay.

See Appendix A for the opening statement of the Honorable Bill Goodling

Mr. **Clay**. Mr. Chairman, I have a detailed statement. I would ask unanimous consent to insert it in the record at this point.

Chairman **Goodling**. Fine. I thought you were going to give some summary statement, but this is fine.

See Appendix B for the prepared statement of the Honorable Bill Clay

Chairman **Goodling**. Okay, Lamar Smith would also like his statement to be included for the record. Without objection, we will include his statement. Lamar Smith is not a member of the committee but very much interested in literacy.

See Appendix C for the prepared statement of Representative Smith of Texas

Chairman **Goodling**. We will begin, then. We would appreciate it if you can summarize your testimony, and I imagine we will have more members showing up as we continue and then we can ask questions and receive answers from all of you.

Let's start with Dr. Vinovskis.

STATEMENT OF MARIS A. VINOVSKIS, DEPARTMENT OF HISTORY, AND THE CENTER FOR POLITICAL STUDIES, INSTITUTE FOR SOCIAL RESEARCH, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICHIGAN

Dr. **Vinovskis**. My name is Maris Vinovskis, and I am the Bentley professor of history and a senior research scientist at the Institute for Social Research at the University of Michigan. I was also the research adviser to the Office of Educational Research and Improvement in 1992 and 1993, and thus have had the privilege to work with both the Bush and Clinton administrations.

I will submit the full text of my remarks for the record and will briefly summarize my comments for the committee now.

While the rationale for educating children has shifted somewhat over time, Americans have always viewed education as important for the well-being of each citizen. There has been a significant shift, however, from a heavy dependence upon parental and private responsibility for that education and to a greater reliance on public schools.

Throughout the past 350 years, providing education for the poor was a major societal goal. Historically, support for K-12 education was mostly a State and local responsibility, with the Federal Government playing a secondary role. But as part of President Johnson's War on Poverty, the Federal Government created several compensatory education programs for the poor, such as Title I and Head Start. These educational programs symbolized the renewed commitment of American society to help the disadvantaged, but they were premised on an unrealistic expectation that we could eradicate poverty almost entirely by means of a few uncoordinated, underfunded, untested, and largely new Federal initiatives.

In the mid-sixties, Title I and Head Start raised hopes that for the next generation poverty could be eliminated, but by all accounts, the programs have failed to provide at-risk children with sufficient assistance to overcome their disadvantages and compete equally and successfully with their middle-class counterparts.

Some of the individual Title I and Head Start programs have provided at-risk children with a better education than they might have received otherwise, but it is appalling, that having spent more than $150 billion on these compensatory education programs, we still do not know which practices and programs are particularly effective in helping at-risk children, especially those living in the high poverty areas of inner cities.

There are several explanations for the overall limited results of Title I, Head Start, and other early childhood education programs of the past three decades. Our initial expectations of them were unrealistically high, and our understanding of the nature and persistence of disadvantages among the poor was too simplistic. Too often, well meaning proponents of these programs understandably defended Title I and Head Start at all costs against hostile critics. But in the process, we were reluctant to admit there were weaknesses and limitations in these programs.

Neither the executive branch nor the Congress has done a good job of ascertaining exactly what types of compensatory education services and programs are most effective for helping at-risk children. While there have been some useful national assessments of the overall impact of Head Start and Title I, usually these evaluations have not even attempted to ascertain in a rigorous and systematic matter which components of their programs have been successful, and although there have been a few good in-depth assessments of individual model programs, especially in the area of early childhood education, the Federal Government has devoted far too little attention and too few funds to develop and test alternative ways of delivering educational services to the disadvantaged.

The failure of the Federal Government to provide more guidance in educational program development and assessment is disappointing, given its initial efforts in this area. When the Johnson administration created Title I and Head Start, it also established the regional educational laboratories and research and development centers, which were to produce precisely the large-scale assessments that are needed.

Moreover, the Nixon administration created the National Institute of Education to sponsor long-term research and developments. Unfortunately, neither NIE nor its successor, LERI, produced the type and quality of research development on specific educational practices and programs which could now be employed effectively by Title I and Head Start.

Most of the current research and development activities in OERI and the rest of the U.S. Department of Education do not include systematic development and rigorous assessment of different models of compensatory education programs. The Department is beginning a valuable, large-scale individual analysis of the overall impact of the Title I program, but this study will not systematically ascertain which educational practices or models are most effective.

The inability and unwillingness of the Federal Government to develop and systematically assess different compensatory education programs invites the exploration of alternative strategies. For example, this may be an area where private foundations could play an important and constructive role, but the U.S. Department of Education and OERI should develop, test, and disseminate information about appropriate methods and models of instruction by hiring more distinguished researchers and targeting their existing moneys more efficiently and effectively.

Let me conclude by saying that when existing Federal programs, well intentioned though they may be, are not as effective as they should be, the problem is not just wasted tax dollars but wasted chances to help those most in need. We raise the expectation of those who have the least to look forward to and then dash their hopes by failing to really help them escape from their poverty.

The overall experiences with Title I and Head Start also have been frustrating for the American public, who have been willing to sacrifice for the achievement of the lofty goals of Title I and Head Start but now find little real progress has been made.

For many of the at-risk students who pass through these programs and who are not significantly helped, however, the results are more than just frustrating, they are precious opportunities lost forever.

Thank you.

See Appendix D for the written statement of Dr. Maris Vinovskis

Chairman **Goodling**. Dr. Vinovskis is a professor in the Department of History at the University of Michigan, and he recently completed a paper entitled "Development and Effectiveness of Federal Compensatory Education," focused mainly on Title I and Head Start.

Dr. Walberg is a professor of psychology at the University of Illinois at Chicago. He recently produced a paper for the Brookings Institute entitled "Uncompetitive American Schools: Causes and Cures."

Dr. Cheryl Wilhoyte is the superintendent of schools for the Madison Metropolitan School District. She has done a significant amount of work in Madison with reading programs under Title I.

Dr. Hayes is an associate professor of education at the University of North Carolina at Wilmington, specializing in education, research, evaluation and instructional systems development. He also serves as an evaluator for several national programs in family literacy and school reform.

Dr. Johnson is Director of the Collaborative for School Improvement at the Charles A. Dana Center at the University of Texas, Austin. He currently directs the Austin office of the U.S. Department of Education's Region 8 Comprehensive Regional Assistance Center.

We welcome all belatedly. And now Dr. Walberg.

STATEMENT OF HERBERT J. WALBERG, UNIVERSITY OF ILLINOIS AT CHICAGO, CHICAGO, ILLINOIS

Dr. **Walberg**. Thank you very much, Mr. Chairman.

In my view, a growing crisis of literacy and learning lies before us. Congress could best help by undoing educationally harmful categorical programs. These include Title I, the $7 billion per year program for poor and low-achieving students for which taxpayers paid more than $100 billion over the last 25 years. They also include special and bilingual education for psychologically handicapped and limited English proficient students.

Study after study has shown, on average, these programs do not help students' learning or literacy. They have even harmed some children for whom they were intended, and they have created an expansive bureaucracy and hosts of special pleaders at the Federal, State, and local levels who raise costs and diminish the general effectiveness of American schools.

The United States Department of Education, in my view, left unfulfilled its duty to inform the public and the Congress of the true state of schools in respect to their most important purpose, learning. We must turn to recent reports of the Organization for Economic Cooperation and Development. These reports reveal that during the school years, U.S. students make the least progress in the essential literacy skill of reading, as well as in mathematics and science achievement. Yet, with the exception of Switzerland, the United States spent more per elementary and secondary student than any other OECD country.

Thus, the world's most productive country has the least productive schools in terms of what students learn during the school years and especially in relation to how much money we spend on education.

There are a number of reasons for this, in my view, but Federal categorical programs contribute massively to productivity problems and create others. The programs are strongly influenced by teacher unions and other education lobbying groups to advance their interest rather than the interest of students, taxpayers, and the Nation. They create red tape and huge bureaucracies, which make the United States administrative costs twice the average of other developed or industrialized OECD countries. They cloud accountability for learning results, and they create imperious, detailed rules and regulations that make it difficult for State and local educational authorities to bring about constructive changes. These distract educators from their clients, which are students, both categorical and non-categorical.

A good example of a categorical program of this nature is transitional bilingual education. This means teaching students in their native language, which denies them the very experience that they most need, practice in English. Such programs, moreover, have perverse incentives that make them grow in size, cost, and ineffectiveness. Thus, the more students classified as limited English proficient, the more categorical Federal funds flow to a school.

The same is true for special education students, who are spuriously classified as psychologically handicapped, such as learning disabled or mildly mentally retarded. Since Federal funds pay for teaching and administrative posts, it is like paying doctors to keep their patients sick. Bilingual and special education categorical programs thus create conflicts of interest between educators' jobs and their students' success.

Much research, including very recent research, shows that Federal special education classifications are scientifically unreliable. The first report was done about 20 years ago by the National Academy of Sciences. They stigmatize students and segregate them from others. Placing students in special and bilingual education programs gives them an excuse not to learn, and they rarely escape. Though these programs can cost two or three times as much as regular education, the students are often worse off.

Categorical program regulations, moreover, assume the Federal Government knows better than citizens and State and local educators about their preferences, their students' needs, and which education methods work best. Yet a quarter century of research revealing the failure of categorical programs shows that these are false assumptions.

In my view, the Congress might best lead the Nation in solving the school productivity problem by decentralizing school decision making, not to an unproductive educational establishment but to citizens. Indeed, the biggest problem with categorical programs is they subsidize the status quo and interest of providers rather than consumers; that is, parents and students.

Free markets, on the other hand, provide the greatest amount of innovation, efficiency, and consumer satisfaction the world has ever known. They are precisely what our schools require. A growing number of studies show competition and choice benefit educational consumers. Increasingly favorable to the idea are citizens, especially poor parents in big cities whose children are often ill-served by categorical programs.

I believe that Title 1 was a good example of a program that could be voucherized. The most direct remedy of the educational disadvantage of poor families is to give them money, not to bureaucrats and special interest, but to families in the form of grants or vouchers. With these, they could purchase educational services from a variety of public schools and private providers.

Such redesigned categorical programs would allow their parents to make choices among competing providers. Aside from assuring safety and civil rights protections, regulations could be minimal. Program funds could be free of the rules that suffocate many public schools. Money could be concentrated less on administrative overhead and more on learning. In my view, markets would compensate educational providers according to their capacity to attract and maintain student enrollment, which would be decided by parents.

Given this learning crisis, Mr. Chairman, my hope is that the Congress will neither continue nor modify categorical programs but undo them. Short of this, Congress might best leave control of such programs to State and local school boards; better yet, to parents.

Thank you.

See Appendix E for the written statement of Dr. Herbert Walberg

Chairman **Goodling**. Dr. Johnson.

STATEMENT OF JOSEPH F. JOHNSON, JR., COLLABORATIVE FOR SCHOOL IMPROVEMENT, CHARLES A. DANA CENTER, UNIVERSITY OF TEXAS, AUSTIN, TEXAS

Dr. **Johnson**. Good morning.

On both State and national assessments, scores for Texas students are indicating substantial improvement in reading, writing, and mathematics, especially for African-American, Hispanic, and economically disadvantaged students. There are many factors that have contributed to improvements in Texas schools, including, first and foremost, the hard work and dedication of thousands of teachers, parents, principals, and other school leaders. But another critical factor has been the use of Federal education resources in ways that support State and local reform efforts.

In particular, two themes of current Federal education legislation have been powerful in supporting Texas reform: first, a strong focus on State and local goals for the academic achievement of all students; and, secondly, flexibility in the use of Federal resources, coupled with accountability for academic results.

Federal resources are helping Texas schools focus on Texas goals. New content standards and assessments are causing educators to focus on helping students acquire the challenging reading, writing, and mathematical skills that life in the 21st century will demand.

Federal funds have facilitated a process in which thousands of Texas teachers, parents, business leaders, and community agencies have come together to define Texas' expectations for the academic achievement of all Texas students. Furthermore, instead of detracting from the focus of State programs, Elementary and Secondary Education Act resources are helping educators pursue State reforms in ways that benefit all populations of students.

Over 2,500 schools in Texas are taking advantage of the opportunity to create school-wide programs that focus Federal resources on whole school improvements. These schools no longer need to spend inordinate amounts of time worrying about complying with complex Federal rules. They no longer need to spend valuable professional time on issues such as who was eligible to use the computer or which students can work with the aide. Instead, they can focus on creating high-quality schools that help every student meet State and local standards for academic excellence.

It is important that Federal education resources continue to emphasize flexibility in the processes schools are asked to pursue while insisting upon accountability for the results those programs are expected to achieve.

Another way that Federal legislation can add to the power of State and local reform efforts is to help bring parents, communities, and schools together in support of the crucial goal of getting all students to read proficiently by the end of the third grade.

Research on some of the most effective successful schools in Texas revealed that a common attribute of these schools was their ability to create strong partnerships with parents, businesses, and community agencies. These schools recognized that if they were to achieve high academic goals, they needed to involve everyone in helping make the dream a reality.

Legislation, such as America Reads, could become the vehicle that supports State and local reform efforts by building school-parent-community partnerships focused on the important goal of getting all students to read proficiently.

Any such effort must be designed in a way that builds on and supports State and local reading improvement initiatives. It must be a resource that complements and enhances instead of creating competing or conflicting agendas. It must insist upon accountability for measurable results for all children and focus educators on effective practices that show the greatest promise for getting all children to read. Yet, it must provide reasonable flexibility to allow schools to tailor efforts that respond to the unique strengths and needs of their students, their parents, and their communities.

Such legislation, in combination with existing Federal education programs, can have a powerful impact in supporting the attainment of high academic goals in Texas and throughout the Nation.

Thank you.

See Appendix F for the written statement of Dr. Joe Johnson

Chairman **Goodling**. Dr. Wilhoyte.

STATEMENT OF CHERYL H. WILHOYTE, Ph.D., SUPERINTENDENT OF SCHOOLS, MADISON, WISCONSIN, REPRESENTING THE AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS, ARLINGTON, VIRGINIA

Dr. **Wilhoyte**. Good morning, Chairman Goodling, Members and staff of the Education and Workforce Committee. I bring you greetings from Money magazine's number one city for education, Madison, Wisconsin, where I serve as superintendent of schools, the second largest district in the State. We serve 25,000 students who represent the ethnic diversity, diversity in languages, and the increase in poverty of children across our urban centers. Today I come to represent the American Association of School Administrators, 14,000 fellow superintendents and educational leaders.

Your Federal policy programs that successfully contribute to the literacy agenda today hold special interest for me for two reasons. First, as a 21-year-old, fourth- to sixth-grade teacher, my biggest challenges were the children that couldn't learn to read, and yet I was serving in Montgomery County, just a few miles from here, in a very affluent district. And my second biggest challenge, as a not so young superintendent, is a school district that made dramatic changes in the diversity of young people it serves with regard to their readiness for reading. Our children used to come to school reading and writing, doing all kinds of things, and now we are lucky if they know one or two letter-sound relationships, and they barely recognize their name.

This rapid change in our student population, particularly as the number of children of poverty increases, makes them sure candidates for school failure because of their lack of literacy. Thirty percent of our total school population now lives in poverty, with some of our elementary schools approaching the 60 to 70 percent mark. Yet 90 percent of our third-graders pass above standard on the State third grade reading test. I attribute this success to several things: A community who invests in schools; a business community, with the city and the county, who have taken over drug-related violent housing projects and returned them to safe, wonderful places for children and families; a Board of Education that spends 85 percent of its total budget on classroom instruction; leadership for learning; administrators, teachers and students who know high literacy standards and work together with parents and volunteers to achieve them; and, most importantly today, Federal Title I resources that are focused and invaluable catalysts for maintaining the high literacy performance in the face of dire predictions.

I want to talk a little bit about Carolyn. Carolyn is 5 years old, and she just finished the Head Start program for homeless children. She is bubbly, she is bossy, and she is bright. Carolyn doesn't know her colors; she doesn't know one letter-sound relationship; she doesn't recognize her name in print. These things are not important in her world, nor do they bring joy to her. Carolyn is coming to kindergarten in 6 weeks, ready or not.

In my testimony I shared three schools that I wanted to bring to your attention, schools that have moved third-graders to reading above standard from the 69th to the 80th percentile; Glendale School, moving children from 49 to 60 percent achievement. At Thoreau School, that had but two children who had letter-sound relationships when they entered, and after second grade all were reading above standard but three English-as-a-Second-Language children who had entered after kindergarten.

The winning combination: Schoolwide, Title 1, Title I programs versus targeted, coherent curriculum versus the fragmentation of pull-out. Intensive designed interventions, like Reading Recovery versus patchwork assistance; and the collective IQ of a school district that is focused on student achievement, participation and a climate that is safe and respectable for all children.

The question before us today is will we be the dreamkeepers or the gatekeepers, keeping children where they, quote/unquote, belong, by race, by socioeconomic status, by gender? Will we make the decisions that provide leadership for policy implementation and monitoring that are accountable for student results?

Carolyn and the Carolyns of Madison are our children of promise, for the future of our city, our State, and our Nation. In the information age literacy is not only a moral and ethical imperative, it is an economic one. Without Title I in Madison, it would not be possible. I urge you set the policy, keep the gates open, keep the promise, keep the American dream.

See Appendix G for the written statement of Dr. Cheryl Wilhoyte

Chairman **Goodling**. Dr. Hayes.

STATEMENT OF ANDREW HAYES, DEPARTMENT OF EDUCATIONAL DESIGN AND MANAGEMENT, UNIVERSITY OF NORTH CAROLINA, WILMINGTON, NORTH CAROLINA

Dr. **Hayes**. I am Andrew Hayes, Associate Professor, University of North Carolina at Wilmington, Consulting Director of Research for the National Center for Family Literacy. But I am speaking for myself here today, even though much of my experience has been sponsored through work through the National Center.

I would like to applaud those of you who have conceptualized and dreamed of the national Even Start Program, translating that into a system of legislation and a system of programs throughout this country. Particularly, we would like to applaud you because what you have done, in my judgment, is taken on a very complex national issue, serving a very complex set of needs with a very complex population of families. This is no small matter, but you at least have taken it on.

What Even Start Family Literacy Programs have provided, in my judgment, is a seamless way for the families to enter programs that have often been difficult for them, move through them and make accomplishments. I started work with family literacy programs in a comprehensive way and an intensive way in 1988 with the evaluation of the original Kenan model family literacy programs and have continued working almost continuously since then.

What do I know from my experiences. I would like to summarize that in two sentences: Implement the programs as they are designed; they work. Don't implement them as they are designed; they don't work. That is not so surprising because that is the case with quite a number of programs that have very sound models but fail to get implemented as fully as we would like to have them implemented. I find from my work programs that have substantial variations in quality among sites consistently, and often among sites from year to year as staff turnovers occur, and as leadership changes within the organizations occur, and as funding streams change.

Family literacy programs address family goals, goals for the adults who participate, goals for the children who participate, goals for the families themselves. I have documented in a number of studies, since 1988, that well-implemented programs do, in fact, accomplish those goals. I would like to focus my attention here, however, on the goals primarily related to the performance of children and to the success of children in schools when they participate in well-implemented family literacy programs.

We know some things from the studies that I have done and from my review of the national studies of Even Start Programs. One is that almost all enrolling families, particularly the parents, had unhappy and unsuccessful schooling experiences when they were in school themselves. To be successful with our programs, we must, in some way, get the parents to be active participants in the education of their own children and work with the schools cooperatively in the education of the children. We must get these parents who had unsuccessful school experiences comfortable in schools and comfortable working with people in schools as people. Well-implemented family literacy programs do that without qualifications.

A high percentage of the parents either had entered adult education programs before without success or said to me, I would never enter those programs, so we are often dealing with the most difficult of the families to serve, people for whom the single-service programs for the adults quite often have not been successful, or they would not participate in them directly.

As from previous testimony that you have received about the impact of family communications and language on child learning, the language patterns of the family highly influence what happens to the children in their own schooling. We know that complex language--language that is not directive, language that is positive--has a more positive effect on the children. I am not sure I started that sentence right. Language that is complex and positive and language that communicates ideas with children is more positive, has more impact on the learning than does directive kinds of language that often occurs in the low-education, low-income families. Family literacy programs, when they are implemented well, in our studies have shown to change that pattern of language within 6 months of the time they enrolled to language that is complex, language that is a positive, language that communicates with children in ways that helps them develop ideas.

Children are ready to learn when they enter kindergarten, and they continue learning on through the grades. A recent follow-up study I did of over 500 families in well-implemented Even Start Programs nationwide showed that the children from those programs are rated by their kindergarten teachers at or above average in their class over 80 percent of the time on all of the factors that we have asked them about. The same pattern held in the third grade. When we looked at the data in the records, we found that the children were performing well in all of the variables that we were able to find data from. According to academic performances measured by the test scores, attendance, placement in special programs and so on, the children are performing well.

There are several recommendations I would make to you as you go about reconsidering this legislation. One, there is a tremendous amount of variation in the quality of programs as they are implemented. I think one of the things we must do is recognize that at the operational level, Even Start is a State program, so, in my judgment, we must develop the capacity or help the States develop the capacity to get the programs implemented at the level of quality that the legislation and the quality standards indicators describe, the kind of quality that, in my judgment, has been shown to be effective in programs.

Furthermore, I think we need to review the legislation to make sure that if there are any barriers to States' capacity or to the local agencies' capacity to implement programs in the best ways that are needed, that those barriers are removed. If there are prescriptions of methods that we do not think are generally the best available to use, then take them out and let the States, with their local agencies, determine what to do.

As another recommendation, I would strongly urge you to consider review of the systems for evaluation and research of family literacy programs to make sure that we get the high-quality data, the intensive data we need by an intensive study of programs to determine the kinds of models actually used in the programs and relative impacts of those models, but particularly so we can give States and local agencies the kinds of guidance that they need to develop that capacity.

Somehow we have to get family literacy programs to the point where they are no longer considered projects in the implementation at the local level and dependent on outside systems of funding, but are institutionalized. That may mean working directly with the legislatures and with the agencies to develop commitments, capacities to institutionalize the Even Start type of family literacy program within those respective States. I strongly encourage you to consider those recommendations.

See Appendix H for the written statement of Dr. Andy Hayes

Chairman **Goodling**. I want to thank all of you. In different ways, you all did what we asked. You told us what you think works and what you think doesn't work, and you told us how you think we can improve what doesn't work and improve on what does work, and that is what we were hoping for.

A couple of questions. Dr. Vinovskis, you talked about the role that private foundations could play to improve what we are trying to do which is make sure all are able to read properly on grade level or above. Would you elaborate on that, how that could happen?

Dr. **Vinovskis**. Well, the private foundations have played an important part in American education since the early 20th century and have certainly, since the 1960s, been very active in trying to help with school reforms and improving education, and I think they should continue that. But to be honest with you, most of them don't have the kind of funds and the kind of monies to do the type of evaluation and analysis that the entire panel has called for, and so they can supplement what the Federal Government is doing, but they can really only supplement it.

So, for example, one of the common themes in all of our presentations has been we want programs that work; we want to give local consumers, whether they be in public schools or in private schools, some sense of where to turn to. Private foundations can work with the Federal Government to help out.

One of the reasons I am urging us to look more at private foundations is because the Federal Government for 30 years has failed to do its work. It is not the money, we have spent the money, we just haven't done the work. So that I think if this Congress will take seriously how to do this work better and work with those private foundations, we will be able to come up with some compromises and answers that we will all agree upon, but they can't do it by themselves.

Chairman **Goodling**. Thank you.

Dr. Walberg, just an observation. You were saying some things that Steny Hoyer and I had been saying for years, but it was pretty lonely to say it because the advertisement of some of the programs was so great that you had to be very careful if you criticized motherhood, ice cream and apple pie. But while we were not criticizing motherhood, apple pie and ice cream, we were allowing a lot of disadvantaged youngsters to become even more disadvantaged.

As I said, it wasn't popular, but we have made real strides in both Head Start and Title 1 because more and more people are beginning to indicate that we have to improve their quality, or we are really not going to help.

Dr. Johnson, of course, you used some words that are near and dear to my heart: flexibility and accountability. For years we were trying to make sure that the local level and the States could design programs that best met the needs of the locality or the States in trying to get away from the auditor just coming out and zapping you because you commingled some funds and made a program better by commingling the funds. So I want to thank you and also your emphasis on schools' strong partnerships with parents.

Dr. Wilhoyte, as I told the Ranking Member--he was impressed with your testimony--I said, of course, we superintendents always know what to say. But I do want to refer to one thing that you particularly said where you talked about high State expectations. Again, sometimes we in Washington don't realize how much reform has taken place in State and local areas. We are kind of running behind them. But the high expectations, again, whether you are a Title 1 student or a Head Start student, those expectations have to be high, and we have to meet those expectations.

Dr. Hayes, you indicated that programs that are implemented properly work, and programs that don't, don't work. I give a lot of credit to Mary Jane Latondra as far as Even Start is concerned because I can remember when we kicked off the first round, she had all those people in Washington who were going to head these programs, and she said we want them to be successful, and this is what you are going to have to do, and we will be watching to make sure that is what you are doing. And I think, Dr. Hayes, you pointed out that the 30 programs you looked at that implemented them properly have outstanding, lasting results.

What is it that those 30 did? We want to make sure that anybody who isn't implementing them properly--any of our Federal programs—begins to implement them properly. What is it that they did differently than those you may have witnessed and surveyed that weren't successful, or nearly as successful?

Dr. **Hayes**. First we start with the assumptions, and all of these sites represented that a high-quality family literacy program, such as those advocated by Even Start, begins with high-quality separate program components. So they begin with the best adult education program they can have or job training program they can have. They begin with a good program for the children. They begin with a good parenting program and so on. What they do in the family literacy program, the Even Start program, is make those much more powerful by a system of integration of those components and by the methods that they use, collaboration among the different agencies working with those, and then helping the families make the transitions into whatever it is that is the next step for them. It is that integration, collaboration and the transition of families that makes them so powerful. The stand-alone components alone will not have the power of an Even Start Family Literacy Program.

Chairman **Goodling**. Thank you.
Mr. **Clay**.

Mr. **Clay**. Thank you, Mr. Chairman.

Dr. Walberg, your testimony seems to be critical of compensatory education, because apparently you believe such programs, as you state, stigmatize children and set low expectations for the students. In that statement you said that much research shows that these programs stigmatize students and segregate them from others. Placing students in special and bilingual programs gives them an excuse not to learn, and they rarely escape. But in your paper to the Brookings Institute, you support the ability grouping in allowing for student differences in learning.

The question I have is how would your proposal to categorize children by ability help raise the expectations and achievement of low-performing students without labeling or stigmatizing those students?

Dr. **Walberg**. Well, I believe in the case of special education that there is a stigma associated with their presumed psychological deficits. The National Academy of Sciences about 20 years ago said the burden of proof for special education is, number one, that you can make an accurate, scientific and reliable classification of students. Most programs don't meet that criterion. If you had several psychologists classifying the child, you would find they would disagree.

The second criterion, according to the National Academy of Sciences, was that the students in the programs would do better than comparable students who weren't in the programs; that is to say to have experimental groups and control groups and compare their progress over time. Special education programs don't meet that criterion either--

Mr. **Clay**. Excuse me, but grouping them by ability does not stigmatize them?

Dr. **Walberg**. I was just coming to that.

With respect to content, not psychological deficit, but content, some students have already mastered the material, and to re-teach them the material they already know, for example, common fractions and decimal fractions and mathematics, is a waste of their time.

Mr. **Clay**. Some students, but we are talking about many students, most who have not mastered anything. Dr. Wilhoyte, has Title I been of any help to your fabulous school district?

Dr. **Wilhoyte**. It has made a significant difference for students. With student achievement, we are identifying where our children are, we have high standards for where they should be, and the children and their parents and any volunteers that help in the classroom, plug in totally schoolwide coordinated focus on that particular student, where they are and where they need to be, and the Title I monies have provided for the staff training and the planning that gets everybody focused on literacy for children.

Mr. **Clay**. Thank you. Dr. Walberg, once again in your statement you state that a growing crisis of literacy and learning lies before us, and you talk about Title I, spending $7 billion, you talk about $100 billion over the past 25 years, and you also include special and bilingual education. And you say that these programs have created an expansive bureaucracy and host of special pleaders at the Federal, state and local levels who raise costs and diminish the general effectiveness of American schools.

How do you jibe that statement with the fact that less than 2 percent of the Department of Education's budget goes to Federal administrative costs, and that States spend approximately 3.6 percent of Federal funds on program administration? Where is the massive expansive bureaucracy?

Dr. **Walberg**. I do want to call attention, sir, to the 47-page paper I made available to the Committee that documents all these facts, but that particular fact-

Mr. **Clay**. Does it dispute these figures?

Dr. **Walberg**. Yes, it does. It comes--

Mr. **Clay**. How much does your paper say the administrative overhead for administering Federal programs costs?

Dr. **Walberg**. My paper cites the Organization for Economic Cooperation and Development in Paris that surveyed modern industrialized countries in Europe and the United States and Canada, Japan, Australia and New Zealand, and their estimate of administrative costs in American education, the percentage cost for administration is twice that of the average of other countries.

Mr. **Clay**. You mean we have to go to foreign sources to estimate what our administrative costs are? What is the cost in your paper, just tell me; not twice somebody else's. What is the actual cost of administering these Federal programs?

Dr. **Walberg**. I have not provided that information. I provided the information on administrative costs in American education.

Mr. **Clay**. Then how do you arrive at a conclusion that I just cited, that an expansive bureaucracy now exists for administering these programs?

Dr. **Walberg**. I think, sir, you may be referring to Federal administrative costs and I am referring to all administrative costs, Federal, State and local.

Mr. **Clay**. All right. Then why would you make the statement, then, if I am referring to Federal and you have no documentation as to what the cost is?

Dr. **Walberg**. Because I was referring to Federal, State and local all together, rather than only Federal.

Mr. **Clay**. What does that cost?

Dr. **Walberg**. I don't know that cost.

Mr. **Clay**. Then how can you conclude that it is massive expansion?

Dr. **Walberg**. Because I have the total cost, and that is what I am referring to.

Mr. **Clay**. Well, I would think--and this is an area we really need to clarify because I hear people say we ought to put 95 percent of the money into the classroom. How can you put 95 percent of the money into the classroom when you have to have heat, lights, and telephone, and security, and cafeteria workers and all of these kinds of things? Explain that to me, will you, please? How can we put that percentage of money into the classroom when you got to have all of these other expenses that accompany a schoolroom, a school, a class, a school building.

Dr. **Walberg**. I am sorry, I don't understand your question, sir.

Mr. **Clay**. The question is in reference to the statement that you and many, many others make about how the bureaucracy, the cost of education, overhead, expenses involved in education is too high. We have got a bill floating around here now that we ought to expect to put over 90 percent of all the money in education into the classroom. I want to know how do you do that without diminishing the other programs that go along with running a school system?

BEST COPY AVAILABLE

Dr. **Walberg**. Well, I believe that Federal categorical programs have caused more administration, among other things. There are more reasons for this.

Mr. **Clay**. I think we just discussed that. You don't know the answer to that. You said you did not know the answer of what the Federal overhead expenses were, so we answered that one.

Now tell me about how we run a school without the kinds of other auxiliary support that you need to run a school.

Dr. **Walberg**. Well, American schools have run for many, many years with local and State control and local financing, so I think it is obvious we can run the schools without Federal intrusion in policies. And I do think not only the Federal costs that you were referring to, which is only a small cost of American education, cause further costs for States and local communities that have to conform to this through people who run the programs, who have to write administrative reports, and through various types of rules and regulations that unnecessarily complicate American education and lead to higher total cost, which is my concern.

Mr. **Clay**. Mr. Chairman, I see my time has expired, but I want to say when States and local communities did run the schools, they didn't run them very well. That is why the Federal Government got involved. Thank you.

Chairman **Goodling**. You see, Dr. Walberg, you just found out what I have gone through for 20 years. You don't question programs, because if you question them, people think you are saying they aren't any good. What I have tried to say for 20 years is these programs could be a darn sight better, because, of course, I realized how much money was going into Title 1. I realize the money was wasted because there was no planning, there was no guidance, there was no nothing, and now I am happy when I go to conferences and hear people telling me how well they are using Title 1 money. It has taken a long time to get there. The same thing is true of Head Start.

I wasn't complaining about the importance of doing something to help children become reading-ready. What I was saying is we are asking 10,000 people to do something that they don't know how to do and have had no training for. There aren't very many early childhood specialists out there, but it becomes a problem when you question motherhood, ice cream and apple pie.

Dr. **Walberg**. I quite agree, sir.

Chairman **Goodling**. We have to go on.

Dr. Hoekstra--not Dr. Hoekstra. Oh, all these doctors here leave me confused.

Mr. **Hoekstra**. I guess that is better than becoming an attorney.

Thank you. I thank the Chairman for yielding.

Dr. Wilhoyte, Madison, great town. I had some of my best days at Herman Miller working with a designer in your community. Wonderful college town, and congratulations on the wonderful work you are doing there.

The things you do with Title I funds, would you do those same things if you didn't have Title I funds?

Dr. **Wilhoyte**. We would not be able to do them to the degree we do now in schools with the highest concentration of poverty. We do align our resources according to need. We have an equity resource formula based on student achievement, so we align our budget according to need. But the additional dollars now provided by Title I, the leadership, with schoolwide planning to bring everything, special ed, English as a Second Language, from pull out to plug in, the gathering of all of that and the collective IQ of teachers and parents and communities toward literacy has been made possible because of those additional monies.

Mr. **Hoekstra**. How many different Federal programs do you get money from?

Dr. **Wilhoyte**. I would have to start listing, rather than counting, but primarily we have a few grants, for alcohol and other abuse, but the seed grant has been phenomenal in curtailing violence as the first choice for conflict resolution in some of our after-school programs, and we were sorry to see that go. But Title I is our major source, along with some reimbursement from the State with regard to special education needs, which are very high in the Madison school district.

Mr. **Hoekstra**. Dr. Hayes talked about running programs correctly. The Ranking Member talked about why the Federal Government got involved. Dr. Hayes, you talked about the need to run programs correctly. Would the two of you think--I mean, I have schools in my district that are--and I am right across the lake from you in Michigan--that are not doing very well at all. Would either one of you suggest that perhaps what we need is more stringent Federal guidelines and rules and regulations, so that we could tell these schools how to do it right?

Dr. **Hayes**. I would not recommend that. I guess I have a bit of a strange set of experiences in working with Federal agencies, State agencies, local agencies, schools, classrooms, and so on, and that is almost without exception when I go in I find really good people trying to do a really good job that is just too big for the capacities that they have.

So I think I would strongly encourage you to spend your resources in developing the capacities of the State agencies to work with the local agencies to get the programs implemented. That probably is going to mean such things continuing to provide and perhaps even expanding some provisions of the kind of guidance that Congressman Goodling suggested, that Mary Jane Latondra and her staff provided already, and certainly some of the other agencies provided.

I would start with the assumption that we have good people who are trying to do a good job with what they have. So if they have the guidance--and I think that guidance does need to come in terms of something such as clear sets of goals, but not necessarily in sticks--but the clear sets of goals and the work with them to develop that capacity. Right now I see a lot of turnover in programs, turnover in the staff of programs--in doing things to help stabilize and institutionalize the services at the State and local level, so I would prefer to do it that way.

Mr. **Hoekstra**. As we have gone around the country, we have had hearings, and I think what we have consistently found is good people trying to do the right things. We often *run into people getting Federal dollars* who say, this is what we need to spend the dollars on. But if we had the flexibility, we would spend them on something else because the needs in my district are different than what the Federal Government thinks my priorities might be.

Dr. Walberg, we are working on the question that Mr. Clay was asking you about. I mean, we have gone to States, we have gone to local communities, and I support you strongly. We are losing tremendous amounts of money through the bureaucracy of the Federal Government, and it may not be Federal spending, but it is because of Federal mandates. We think that we are losing anywhere from 30 to 40, to perhaps even 50, cents of every dollar that comes to Washington in the administration of that dollar on its way back to the child. The bureaucracy of getting that dollar back to the classroom, back to the point where, in all of our literacy hearings, we have heard that dollar actually has an impact in the classroom near the child.

We lose a lot of money by requesting people to fill out paperwork to tell us to get the money, to tell us what they are going to do with the money, and then to tell us what they actually did with the money. Mr. Clay, we are looking forward to having you come to our oversight hearings later on this fall to actually take a look at the applications that are filled out--the paperwork that comes from the local schools and the States. We are going to find out whether we'll need Yugos to bring the stuff here or semi trucks to bring the stuff here. And I want to ask a very basic question as to whether anybody actually reads the stuff, these applications, because what is the added value of the paperwork? Ms. Mink is an active participant, who may not agree with it, but yesterday she said--

Mr. **Clay**. Will the gentleman yield?

Mr. **Hoekstra**. I would love to yield.

Mr. **Clay**. Have you ever been to a bank to get a loan and say, I am not going to fill out any papers?

Mr. **Hoekstra**. I always go to the bank and fill out lots of paperwork.

Mr. **Clay**. If the gentleman will further yield?

Mr. **Hoekstra**. I will reclaim my time.

What is the value added for the local school district in educating our children by the stuff that we require them to do and the stuff that we do here in Washington? The focus has to be on the kids, not the bureaucrats here in Washington.

I yield back the balance of my time.

Chairman **Goodling**. Mr. Scott.

Mr. **Scot**. Thank you, Mr. Chairman.

Dr. Wilhoyte, you indicated that the Title I funds allowed you to focus on some areas of need. I assume your school board is subject to political pressures. Would you ever have been able to allocate that kind of money to at-risk students if you didn't have the Federal mandate?

Dr. **Wilhoyte**. The Federal mandate, from my perspective, makes the goals set for our school district possible, for high achievement: 300 citizens, set 100 percent success, leave no child behind, that is the commitment. But the pressure is for talented, gifted, the all-American middle, and children of promise continue to play out on the political front.

Mr. **Scott**. So the fact that there are Federal mandates helps you allocate this money towards those very much at need who may have been left out had we not had a Federal mandate?

Dr. **Wilhoyte**. And the Title I expectations for student improvement have been clear, and the changes in the Title I program have moved us in that direction.

Mr. **Scott**. You mentioned Reading Recovery. We have a very successful program in Newport News where one school had a percentage at grade level, about 2 percent at grade level, and now virtually everyone is at grade level. Can you tell me how Reading Recovery works, what good it does?

Dr. **Wilhoyte**. Exactly as you have described. Within one year we take children who are nonreaders in grades one and two, and by the end of the school year, over 85 percent of those students are reading at or above grade level.

Mr. **Scott**. And where did that money come from that allows you to do it?

Dr. **Wilhoyte**. As you will see in the budget attached to the testimony, half of each of the 11 schools now served, their Reading Recovery money now comes from Title I.

Mr. **Scott**. Thank you.

Dr. **Hayes**, you go to great lengths to show the value of the family support. When you have--and my view is if the families did all they were supposed to do, we wouldn't have half the problems we have now. When you get families involved, does the level of support from the family increase?

Dr. **Hayes**. Yes, it does, definitely. The teachers, in general ratings, say that the children of Even Start, who participate in the Even Start Programs, are at above their class average in participation from the parents in their schooling, for over 80 percent of the children. Also, when I ask them about the strength of the children, over half of the teachers actually initiate responses about how the parents participate in the programs. For the most part--

Mr. **Scott**. Without your program, the parents' participation would not have been as high?

Dr. **Hayes**. For the population we are serving, almost without exception they would have been under-represented in the schools. They would not have been participating, in my judgment, and many of the parents have told us that without the program and the kind of direct contact with the schools they had on a daily basis, they would never have participated in the children's program the way they did.

Mr. **Scott**. What difference does that make for the children's education?

Dr. **Hayes**. Several things. One is that if something is going on that is causing their children trouble in schools, most of the parents are there dealing with it. They deal with problems. The other thing is the children see that the parents value education, and they engage in the education more, they enjoy it themselves, they are in there. I can't isolate the actual factor of parental engagement, but it is certainly one of the important factors I would attribute to the successes of children in schools. The parent who would not have been expected to be in the schools with the children are there. The children are enjoying school and engaging in it and so are the parents.

Mr. **Scott**. And the achievement goes up.

Dr. **Hayes**. Achievement for Even Start children is far beyond what we expected for that population of children had they not been in that type of program.

Mr. **Scott**. Thank you.

Several of the witnesses have indicated a lack of research available. OERI has been without a director, and hopefully they will have one soon. They have been without a director for a couple of months. What specific studies would you like to see OERI conduct so that we can better target our resources? And I ask that to anybody who wants to answer.

Mr. **Vinovskis**. OERI was expected, in the 1994 reauthorization, which Major Owens played such an important role in, to undertake systematic, large-scale investigations of different models of the programs. In May of 1994 there was a memo within OERI proposing such an approach, using the Fund for Improvement of Education, to find monies which are available for those kind of activities, and there was a tentative decision to go ahead.

For some reason that did not go ahead. So today OERI is undertaking a series of small-scale studies. It is not living up to the promise of the institutes that were made in 1994. The regional educational laboratories are not doing large-scale development. So what is happening is we are having more of the same, a lot of little studies, which may be interesting and useful in their own sense, but cannot answer the question, what is the relative advantage of using Even Start or some other program. That if OERI or other parts of the Department of Education would undertake those kind of studies, then we would be able to help the local districts and the States to decide which programs to do. You cannot do it piecemeal.

Dr. **Walberg**. I would like to add to that if I may. There are two types of studies that need to be done. There is a huge amount of research for special education, bilingual education and the effects of Title 1, including the more recent schoolwide Title 1. The studies should be gathered together and synthesized in a very explicit way by panels so we can learn from what we already know, because a lot of the research is already there.

Secondly, I think there is a strong need for categorical programs to be independently evaluated. If you ask the program administrators, is this working or not, it is like what we say in Chicago, you shouldn't ask your barber if you need a haircut. They need--they have a special interest, their jobs are at stake. And if you ask, are you providing these services, if you take independent studies, you get the kind of objectivity that is required to make sure the Federal monies are being spent effectively and efficiently.

Chairman **Goodling**. Mr. Deal.

Mr. **Deal**. Thank you, Mr. Chairman.

Dr. Wilhoyte, I would like to ask you a question that is perhaps a little more specific, and that relates to the approach of using Title I funding. And we hear a lot of talk about the schoolwide approach versus the pull out approach. Do you have an observation as to which of those approaches you think is most effective?

Dr. **Wilhoyte**. I think from Colorado to Wisconsin to Maryland, the schools that have shown dramatic improvement in student results support the schoolwide because it focuses the teacher assistant, the parent, the community, the school, the district on literacy results for student needs, and everybody focuses on where the child is, where they need to go, and the teacher becomes the manager. Rather than sending a child down the hall with a teacher assistant three times a week for 20 minutes and not retaining accountability for that child's literacy progress in the targeted, fragmented approach, the schoolwide brings it all together and makes a coherent curriculum and coordinated approach, and if it can bring in special ed and ESOL, all the better, with everybody focused with where he needs to get the child, to where he needs to be.

Mr. **Deal**. What effect does that have on the classroom teacher who is expected to teach this broad spectrum of students? Do you provide that classroom teacher with any additional assistance, and if so, how?

Dr. **Wilhoyte**. I think the assistance is there and the support from other resource teachers. According to Principal Devitio at New Hampshire Estates, just a few miles over the line here in Montgomery County, she believes the time that is provided by Title I for the classroom teachers_and they dismiss a half day a month so teachers can be in conversation with the lead teacher in terms of how the child will work in the classroom program, and support staff comes into the classroom to help the child complete the work in the classroom. So there is one agenda and one focus.

Mr. **Deal**. I noticed from our panel--actually I suppose all of the panelists other than you, Dr. Wilhoyte, are within the academic community at the college and university level. In some of our hearings we have heard,at our field hearings in particular, when we talk to superintendents and principals, a problem that appears to be recurring is what I call a delinkage between what a teacher who is coming out of a college of education is taught and what they are expected to do once they reach that classroom.

For those of you who are at the university and college level, you apparently are not within the Department of Education in terms of instructing teachers. Well, maybe Dr. Hayes is. Do you have observations about that? I mean, why is there such an apparent delinkage between what they are being taught in the college and university setting versus what the expectations are from principals once they get to the classroom?

Dr. **Hayes**. I told the State Board of North Carolina several years ago there was one thing I was sure we could do in teacher education. That was we could take 18-year-olds and make them 22-year-olds. We have such a lack of clarity of what it is we want people to be able to do and how we want them to do it that we insist in a 4-year time period, in the way the institutions are organized now, we both educate someone well and also train them for a career. We can do either of those within the time frame of a teacher education program, but not both very well.

So I think it is attempting to do entirely too much. I think we simply need to look at different models from the traditional 4-year model in which we educate people generally and train them for a career. It is much, much too much to expect us to accomplish, I think.

Dr. **Wilhoyte**. I also serve as adjunct professor at the University of Wisconsin at Madison, and I teach a diversity program, through Federal grant again, provide the professor and a classroom teacher, as a pair, to take the students through a master's in teaching. These were undergrads that were not education majors, that came out of AmeriCorps and a number of places and wanted to be teachers, and we felt the reality of the classroom in combination with the theory of the university was the best way to go, with increasing work within our poverty schools so they knew the real world and were prepared for first-year teaching.

Dr. **Walberg**. Perhaps I might just add one brief idea we use at the University of Illinois in Chicago. Many people get into the field of teaching that are not suitable for being teachers. They don't have the personality, competence and other sorts of things. So at our university, we try to give people early experience in the schools; in fact, many of them in the Chicago public schools. So there is a direct linkage, as you were suggesting, between the programs and the schools and what we were trying to provide at the university.

Some of the students select themselves out because they realize they are not suitable for being teachers, but others love the placements they have had, and it provides, I think, a good linkage between College of Education programs and programs within the city.

Dr. **Vinovskis**. Let me add one other point. I think one of the things we have now learned in education, we need both the skill of teaching and how to do that well, and people do that in varying degrees, but we also need the content information. And one of the things we have a problem with is the mismatch in terms of training of teachers, future teachers, and knowing something about their subject matter and where they end up teaching, and I think the best situations are where schools of education work closely with regular departments so that somebody teaching history knows something about history, somebody teaching math knows something about math. American education has not done enough in this area, and I think this is an area we can certainly improve upon.

Chairman **Goodling**. Ms. McCarthy.

Ms. **McCarthy**. Thank you, and thank you for your testimony.

Last night I had the opportunity to ride through D.C. with the D.C. police and see the worst of the poverty-stricken neighborhoods. I come from a suburban area, but I also have some distressed areas in my district. The only difference is that on Long Island, there is a small, concentrated area, maybe 10 square miles. Last night, I couldn't believe we could spend 2 hours going through project after project after project.

So when we look at the neighborhoods where the poor are warehoused and then expect children to go to school, I am a great believer also when we have high parent participation, even those students in distressed neighborhoods do fine. So it is not just the reading problem, it is just not the school problem, it is the whole scenario coming together.

What I have done is start bringing businesses into the schools, and ask them to mentor the students; not me, because they don't need me, but someone that is going to be there every single week and work with the parents, and so far it is starting to work.

But I am a believer that the Title I programs can work. Some aspects don't work well probably because they are not implemented correctly. But while we have a big job ahead of us, I am finding out very rapidly that the Federal Government can't do everything.

But I think everybody on this panel cares about the issues we are discussing, and we are trying to do our best. We appreciate people like you coming in and giving us your insight. But government rules do break down at times, I can see that, but I do believe that we have to have some rules to guide schools. The good schools in my district don't need Federal oversight, but unfortunately schools in the poorer areas do, because they are not being run very well.

I thank you for your testimony. Thank you.

Chairman **Goodling**. Mr. Schaffer.

Mr. **Schaffer**. Thank you, Mr. Chairman. I would like to ask a number of you-- Dr., tell me how to pronounce it, please.

Dr. **Vinovskis**. Vinovskis.

Mr. **Schaffer**. Vinovskis.

Dr. **Vinovskis**. Right.

Mr. **Schaffer**. You suggest in your testimony that we should question more vigorously, at the very least, the benefits of the money spent on the Head Start program over the years. I am familiar with the Westinghouse study you cited and as well as others conducted since then. I would like you to elaborate further and comment on the dollars spent on the Head Start program. And basically ask you if you were a Member of Congress, would you continue to spend money on the program?

Dr. **Vinovskis**. I think that is a question we need to ask of all programs, Federal, State and local, and ask is this the best way to spend that money. I am a great believer we need to spend more money on education, and particularly on helping the poor. We are not doing enough there. The question is what are the cost-effective programs?

And so something may be useful in some ways, but it is so expensive. So one of the questions about Even Start, how much money are we spending per family, and would the money be better spent on K through 3 education in Success for All? The studies that we have usually do not look at the cost/benefit ratios, and secondly, many of them, the success cannot be sustained.

Oftentimes, we go into model programs, and they work for a year or 2 years, and we send them back to the environments you talk about, and all those gains are lost. We need a long-term commitment that looks at the whole development of the child, not one that overemphasizes early childhood education at the expense of our regular schools.

And the other thing I want to remind you, we are not interested in schools, we are interested in education. For those at-risk kids you talked about, many of them need help in summer learning. Middle-class children go to neighborhoods and environments where they grow and thrive during the summer. Inner-city kids, poorer kids, do not.

So, again, I am not against these programs, but I am against spending more money on them without finding out what works, and you have plenty of opportunities. For example, the Department of Education now has a longitudinal study of education. If you just added 3 to $5 million a year, you could add to that model design to see do certain models work better or others. In the meantime, you are spending, as a Member of Congress, monies on educational programs, research programs, that could be better spent there.

So if I were a member of Congress, I would not say I don't want to spend more money on education or on programs, I would say, how can I shift money from programs that are not as effective to those that are more effective in getting some of the answers, and you can do that today.

Mr. **Schaffer**. The attitude you mentioned is one I hope begins to take hold here in Washington. I think throughout the country we are shifting our focus away from measuring fairness by each institution's relationship to another institution to a model that suggests that we should measure fairness by the relationship of one individual to another individual. I think that's what you're suggesting.

But, Dr. Walberg, you mentioned free market approaches to schooling as a way to try to achieve this fairness, and I would like you to talk about that further. How can a free market approach achieve our goals of increasing and enhancing literacy in America?

Dr. **Walberg**. I think the history of the last 20 years and the history of our country shows that freedom is a prized idea in and of itself, ethically and morally, but in terms of economics, it certainly works. Compare North Korea, South Korea and Taiwan with the People's Republic of China, and also a great deal of research is coming out to show this actually works in schools; in American schools as well.

Studies have indicated, for example, the presence of private schools in an area or the presence of multiple public school districts introduce choice, diversity and competition, such that the kids that remain in the regular public schools actually do better. And we know choice and competition works in many, many settings, and I think we have a lot of research.

I think we know some of the things that work very well, but they are not in place. Twenty-five years of the history of research in Title 1 is promise after promise after promise, but even the most recent studies, including schoolwide studies, tabulated by Professor Wong of the University of Chicago, indicate even these new variations are not working. And I think the major incentive is public schools do not have incentives to please the client, the client being the parents and the students.

I think if you had vouchers for Title 1, among other things, one thing that could be done right off the bat is many of the programs are pull out programs, or if they are remaining in a regular program, you have all kinds of administrative complications. I think the programs could be supplementary. If you had a Title 1 certificate, you could go to summer school, after school, Saturday school.

Some people have said poor children in cities live in desperate environments. One way to get around that is give the family, let's say $1,000 so they could purchase services from public schools or private providers so they could supplement their education, so they would have higher quality and more of it in summer school and so on, because we know one of the laws of learning is the more you study, the more you are in school, the better you can do. I think even more important than that, it would cause the incentives and competition that we need, so that the public schools themselves would improve because of it.

Mr. **Schaffer**. Thank you, Mr. Chairman.

Chairman **Goodling**. Mr. Fattah.

Mr. **Fattah**. Thank you, Mr. Chairman.

Just to set the record completely straight, the only children living in_

Chairman **Goodling**. Is your microphone on?

Mr. **Fattah**. The only children living in desperate situations are not just situated in cities, and we should be clear that in rural parts of our country, there are equally desperate situations that our children find themselves in. But I want to talk about this because I think we may be missing the main course here.

The vast majority of money being spent in these schools are State dollars, dollars authorized to be taxed and levied at the State level. Dr. Johnson, you are from Texas. The highest-spending school district in your State is spending about 20,000 a year per student; is that correct?

Dr. **Johnson**. I don't know precisely the amount. I know that in Texas there has been substantial effort to increase the extent to which expenditures are equalized, but there are still--

Mr. **Fattah**. The school districts in your State, there are some that are spending 2,000, and there are some that are spending 20,000 a year per student. So over the course of a child's K-12 education, we are talking about close to a quarter million dollars being spent more on one child's education than on another, and in the poorest districts there is a strong correlation to the disproportionate failure rate in terms of literacy and a whole lot of other outcomes. And I know there are some who suggest that money is not a factor, and obviously the Federal dollars, in terms of Title I, these are a small part of the dollars that get spent.

Let me ask the superintendent, in your district the percentage of dollars being spent on a student, the percentage of that that is Federal, in terms of our overall budget for your district.

Dr. **Wilhoyte**. It would be less than 2 percent in terms of Federal.

Mr. **Fattah**. So the majority of the money is State taxes, State-authorized dollars.

Dr. **Wilhoyte**. Local property tax.

Mr. **Fattah**. But the State levies that and gives you money out of the State fund.

Dr. **Wilhoyte**. We have just gone to two-thirds State funding in regard to Wisconsin schools.

Mr. **Fattah**. What do you spend for FTEs?

Dr. **Wilhoyte**. Our per pupil expenditure is 7,900 per student.

Mr. **Fattah**. And what are the other extremes in your State?

Dr. **Wilhoyte**. We go from a low of 3,500 to a high of $13,000 per student.

Mr. **Fattah**. Now at the end of 12 years of a child's education in your State, they all, you know, take standardized tests and try to apply to college and do other things and get high school diplomas. This disparity in spending, does it correlate well in terms of the performance issues, in terms of literacy and other issues?

Dr. **Wilhoyte**. It not only correlates with achievement, it correlates with other related issues with regard to school success, absolutely.

Mr. **Fattah**. So as we look at this issue, we come to talk about, you know, the investment of Federal dollars where we are trying to help impoverished students through Title 1, and we can talk about the relative merits of the Even Start, the Head Start and the like. One of the big issues here is the bulk of investments that are being made are being made by State governments, on the State school finance laws that continue to invest a substantial sum of money over and above what is being invested in the most impoverished districts in the States, and we are going to continue to see these outcomes.

I do want to thank Dr. Vinovskis, because your last statement was helpful because it did shed light more comprehensively on your view. You thought we should spend more money on education, just focus on where we can more effectively spend it, because we need to be doing more to_I think you said to help poor children; is that correct?

Dr. **Vinovskis**. Yes.

Let me back up and say something. I think we need to go back and ask ourselves, what has made this country great? If you go back to the early 19th century, it was that commitment to public education and making sure that everybody has that education. I think we all believe in that. The problem is public education is not living up to the promise that it has.

Mr. **Fattah**. Let me ask you this question because that is really the point. If you have a situation where in a State, say, you have, you know, a hundred school districts in a State, and you are spending vastly different amounts of money inside these various districts, and you are getting vastly different results, and it correlates well with what you are spending. If we continue to do that, don't you think we are going to continue to have disproportionate failure in these impoverished school districts?

Dr. **Vinovskis**. I agree with you in part. I think disparities in spending are too great among local districts, and I think States need to try to equalize that spending, as the State of Michigan has taken a step in doing. But even with the same amounts of spending, say, in the middle range, people are not getting as much for their dollar across. That is the problem. It isn't that we--we do still need more money, but we have to spend that money wisely.

Mr. **Fattah**. I appreciate your point. Money is probably not everything, but it is one of the things we can focus in on, because it is important to note that if you have--as Dr. Johnson stated, where you invest a quarter of $1 million in a child's education over and above some other child's education over a 12-year period and then have the two children walk up to the bar or take an SAT and try to be admitted to the University of Texas, you are going to have a situation in which--to be surprised that there is a difference in their abilities, you know, I think really questions, you know, why any of us would be sitting here.

We have to be clear. One of the issues is that these children should have some protection in terms of having an equal opportunity. We talk about Even Start and all that, equal chance to get a decent education. Under these State systems that exist, since we want to talk about Federal intrusion, the real issue is why would the States continue to run systems that disadvantage these children from the outset?

And I want to thank all of you, and I know my time has run out, and I want to thank the Chairman for his leniency.

Chairman **Goodling**. I do want to commend the State of Pennsylvania, however, for their general equalization formula for general education because they do an outstanding job there. Where they have problems is in the special programs and unequalization for special ed and other programs of that nature. But in my district, for instance, the wealthiest district gets zero; the poorest district gets 63 percent of their help from the State government. But that support is for all other non-special ed programs, and then we don't send them our special ed money from the Federal Government, so we really drive them up a wall.

Mr. **Fattah**. Mr. Chairman--

Chairman **Goodling**. Since you were a State legislator, I want to congratulate you.

Mr. **Fattah**. Mr. Chairman, let me just, if you would, say for a second in Pennsylvania I am not pleased, because we have school districts spending 16,000, and our poorest districts are spending 3,500 per student. And I think that disparity, which is being challenged in the courts in Pennsylvania, with 200 school districts in our State, rural districts mainly, that are challenging that as unconstitutional is a correct model in Michigan, Ohio, and a number of other States. Corrections are being made, but I do think we can continue to talk about the kind of supplement of Federal dollars, but we missed the boat if we don't look at where 90 percent of the dollars are coming from and how they are being unevenly applied throughout the States.

Thank you.

Chairman **Goodling**. We will do our best not to give you unfunded mandates and we will do our best to make sure the money we do send you is used well.

Let's see, we are up to Mr. McKeon.

Mr. **McKeon**. Thank you, Mr. Chairman.

When our distinguished Ranking Member a few moments ago talked about whether you have ever been to a bank and filled out a loan paper caused me to reflect a little bit. Thirty years ago I sold cars for a short period of time, and I remember when I would sell a car we would go inside and take a couple of minutes for you to fill out a paper. Then you moved on, and that was it.

I am buying another car now, and the stack of papers that you have to sign and go through is very high. I am also selling one home and buying another, and the amount of paperwork that you have to go through is tremendous. A lot of that is Federal regulation, State regulation, local regulation, and a lot of these things are a result of a problem that somebody had. You have to write a regulation to fix that problem, and then you have to write papers to cover that. You know, these things aren't ill-intentioned. People don't start out saying, how can I make things harder for people. But it does happen, and over time it gets worse.

You would think we are very adversarial here sometimes, yet each of us comes from a different part of the country, from a different background, representing a different constituency. I had occasion this morning in prayer breakfast to hear one of our members talk about his life and where he had come from, and it is great to learn a little of each other and find out where we are from.

Dr., how do you pronounce it?

Dr. **Vinovskis**. Vinovskis.

Mr. **McKeon**. You said if you were a Member of Congress, you would concentrate on certain things. I have to smile because I have only been here a few years, but there are 435 of us, and we can each concentrate on something, but then we have to get through this process--getting at least 215 others to go along with us, and then go over to the humble body next door and get at least 50 people there to go along with us. Then we have to go down the street and get the President to sign on. Then the regulators start to work on it. It is amazing that we don't do more harm than we do.

We were talking about this new America Reads program. One of the concerns I have about it is it seems like things go in cycles. You know, people used to know how to read, and all of a sudden we find out that nobody knows how to read anymore, and that is a big problem. We held a hearing in California, where people talked about one method of teaching versus another method of teaching. I think sometimes we find that a program that works making us want to try something else--not because the students aren't learning, but because the teacher is tired of using that method and wants to find something better.

A big concern I have about the America Reads program is we have teachers that are trained but that apparently are not able to teach reading. So now the America Reads program advocates bringing volunteers in to teach reading. What is going to happen if the volunteers come in without training and start teaching; where are we going to be 10 or 20 years from now?

Usually up here we are pretty far behind the times. When I visit local schools--I served on a school district for years--good things are happening all over the country in local schools and States. What is going to happen if we accept this new program and send a lot of volunteers into the classroom? Are they going to be telling the teachers how to teach? Are they going to tell the educated teacher they are not doing what is right? Can you make me feel a lot better this America Reads program?

Dr. **Johnson**. Are you addressing that to me, sir?

Mr. **McKeon**. Any of you.

Dr. **Johnson**. You are absolutely right. If there isn't adequate training for both the classroom teachers and for the volunteers who would be a part of this program, it is not going to work. And it is important that any new legislation recognize that professional development and training has to be a core element of the program.

In my work with schools in Texas, we have organized and supported programs that have done, in essence, what America Reads intends to do, but on a very small scale, and in those schools teachers have had increased professional development, training, that relates to reading, and then the volunteers, the community leaders, the business folks who have helped in those schools, they have also had training that has allowed them to play an important role in helping make the reading program work.

Mr. **McKeon**. Dr. Wilhoyte.

Dr. **Wilhoyte**. I would hope, absolutely, that what was just shared by Dr. Johnson is right on. But before that, at the policy level, we have to define what literacy success means, and then whether it is the teacher, parent, volunteer tutor, we have to focus on the four or five things that child needs to know to reach literacy success and everyone be focused in that direction. And for a volunteer program to do that, that is very, very difficult.

As you stated, not even all of our baccalaureate teachers are able to do that. I certainly wasn't. I went back and got a doctorate to understand how to teach reading to children who didn't automatically read.

Dr. **Walberg**. I think that given the two facts, that the United States spends more than any other country in the world of the affluent countries, second only to Switzerland, and yet we have the worst reading gains between the ages of 9 and 14, so we are spending the most money, getting the worst results, what is not represented frequently in Washington are taxpayers. People are paying for these things. It is exorbitant amounts of money, and we are not getting the results. Now to also ask citizens to do the job of teachers seems to me absurd and could only come out of this city.

Mr. **McKeon**. Thank you, Mr. Chairman.

Chairman **Goodling**. I don't like to get into comparisons with other countries because of the questions of who do they educate, and who don't they educate, and how are they lined up from the day they are born as to what their education is going to be? So I am always a little cautious.

Mr. Martinez.

Mr. **Martinez**. Hey, Buck, are you still here? I bought one of those used cars and the transmission fell out. And I only had to fill out one sheet of paper to buy it. Today when I buy a car, I fill out a lot of papers, but I get guarantees, and I can take the car back. Then I couldn't take the car back, and I lost my money. That is the difference between paperwork and the bureaucracy we are supposed to create.

Paperwork is still a small percentage of the work that the school district does. The fact is that all of that paperwork is for accountability so that we can show the taxpayers how their money is being spent and whether it is being spent properly. If it is not being spent properly, it goes back to what Dr. Hayes said about how these programs are being implemented.

By the way, I don't want your insight into anything, Dr. Walberg. I have heard enough of your insight, and obviously you have not lived in the real world that many of us grew up in. And when I ask the questions, I will be asking of the more positive people, not the negative people who can only see things in a dark light.

So, Dr. Hayes, you are absolutely right. The ways these programs are implemented determines whether or not they work well. They also need the proper funding. If a program doesn't work, it doesn't work for one of two reasons: it wasn't implemented well or it wasn't funded sufficiently, as Mrs. Wilhoyte said. Without the dollars for Title 1, you wouldn't be able to carry out the programs to the extent you are providing them now.

Mr. Fattah pointed out another big problem. He described the districts in his area and the disparity in per pupil spending. We have the same situation in California, where some students are afforded something like $1,200 per student, and in Beverly Hills they spend something like $20,000 per student. There was a suit, and that case went all the way to the Supreme Court. It came out that, yes, the money wasn't being distributed equally.

What was also said here by the more positive witnesses is that the public school systems are there to teach all the children, educate all the children, make sure they have an equal education. And you said, Dr. Vinovskis, that the public schools are not living up to that promise.

Let me differ with you a little bit. When you say that, you should say not all schools are. I will use your district, Mrs. Wilhoyte. You are the superintendent of schools. You work for an elected school board, I would imagine. Are you accountable more to that school board or the Federal Government for what you do in your school district?

Dr. **Wilhoyte**. The school board, and I watch school board elections very closely.

Mr. **Martinez**. Absolutely.

See, what we forget up here is there is State and local autonomy in most of the school programs. The only programs the Federal Government gets involved in are those we mandate, like bilingual education. Incidentally, I have gone in search of the source of the great myth that bilingual education is a crutch for people to speak any foreign language. And it is not just Spanish, by the way. The fact is that in every bilingual education program I visited, the children are not being taught exclusively in Spanish, they are being taught in both English and Spanish. The most successful program I saw taught fluency in both languages. It goes back to what you said, Dr. Hayes, that there are models out there, but the problem is we haven't disseminated the information on the models to all the school districts so they could emulate them or adopt them to successfully serve their needs. If anything, the board of education ought to be a great disseminator of information, disseminating information to all the school districts of successful programs.

The fact is that in my district, and in other districts I have visited, bilingual education is very successful, Title 1 is successful. They are very successful in your district.

Let me ask you something. When Mr. Hoekstra mentioned the district across the way from you in Michigan. I don't know that you would care to criticize any of the school board, but in reality just give me_rather than naming any school district—examples of school districts and schools that are not doing well, and whether that relates right back to who the superintendent is and who the school board members are?

Dr. **Wilhoyte**. I wanted to share that the schools that are before you today in the testimony were given 3 years by the superintendents and board of education to turn things around, so definite goals were set, and definite expectations, and they figure out how to get there with the children.

Mr. **Martinez**. Here again it depends on the school board giving the ultimatum and the school board being able to carry it out. I have seen one school board in a terrible school district be replaced with a reform board, which selected a new superintendent, and it turned everything in the school district around.

So I know schools in some places work fine; our kids are getting an education. Otherwise how would all these people be where they are today? They came from public school systems. I came from a public school system. I came from a poor family, 10 children, raised through the Depression. I was born in 1929, right when the Depression started, and yet look where I am today. And I can read and write, and I grew up with a lot of kids who couldn't read and write, in the same school system, but that is because of different teachers. I was a beneficiary of some outstanding teachers.

Earlier this issue was raised regarding what it takes to teach a teacher to teach. You know, it is not just the education the teacher gets, isn't it. From your own experience, Dr. Wilhoyte, wouldn't you say a lot of it is talent, desire and aptitude as much as it is education?

Dr. **Wilhoyte**. That in combination with their colleagues to figure out what works for children.

Mr. **Martinez**. That is right. And you know a lot of times, Mr. Goodling is right, we have wanted to be so flexible for the districts, that we have not set standards, we have not set guidelines, because we wanted to give them a chance to develop their own programs for bilingual education. Some good programs have been developed, and some bad programs have developed. Head Start is a very successful program, and I don't care what Dr. Walberg says. The studies show people who have benefited by Head Start have been very successful, contrary to those who didn't receive that benefit.

So the programs do work in some places, and they don't work in other places. I have seen in my own district Head Start programs that were so bad they were actually broken up and given over to other Head Start programs that were successful. But most of the programs I have seen and visited are very successful, and for the one reason that Dr. Hayes referred to: Head Start involves the parents and brings the parents into it. The parents become part of the kids' education.

When I was a kid, it was very embarrassing for my parents to go to my school because they didn't speak English well, and they weren't as educated as the people they were going to be dealing with who were teaching me. The school didn't care whether they came or not. The idea is to go out and get the parents involved, because when the parent becomes involved in the student's education, you see how that child improves in education.

Thank you.

Chairman **Goodling**. I wanted to indicate that if school board members realize they are not educators, and they hire a good educator to run the school system, that school system will be successful. If the school board members believe they are educators, then a disaster will occur.

Mr. **Martinez**. That is the autonomy of a school board.

Chairman **Goodling**. If the superintendent realizes that he can make five of the nine believe that everything you want to do is their idea, then that superintendent is successful.

Mr. Riggs.

Mr. **Riggs**. Thank you, and I want to thank the witnesses, and I will just take exception with the Chairman's comments. As a former school board member and two-term school board president, I think it is exactly the other way around. I think elected school board members are ultimately accountable to the consumers, and to the taxpayers.

Chairman **Goodling**. I was a school board president, too.

Mr. **Riggs**. I have seen too many examples where passive caretaker boards have empowered a superintendent only to discover later on that they were not listening to the local community.

I want to thank our witnesses. I especially want to thank Dr. Walberg, whose written testimony, I think, should be required reading for elected education policy-makers.

Dr. Walberg, you talk about possibly converting Federal categorical programs into general education subsidies. I would submit that that is exactly what they have become in too many cases. Especially Title I, which has become an operating subsidy many local school districts around the country which Dr. Vinovskis' research has shown.

What I found particularly interesting in your testimony is your emphasis on decentralizing decision-making. I think decentralization and deregulation are--for example, through the charter school movement--are key to instilling more accountability and responsibility in public education today. That is why some of us are such strong supporters of the charter school movement.

But to you gentlemen and lady, I have a couple of specific questions. One is now a set aside in the bipartisan budget agreement, which passed the House of Representatives yesterday, $260 million for a new literacy initiative that is along the lines of the President's America Reads proposal. Yet when I look at the President's proposal, I see no component ensuring that $260 million would be well spent; that is to say, requiring rigorous assessment and evaluation of the results from the investment of $260 million more on top of what the Federal taxpayers already spent.

So two questions. One, if we traded places, and you had a say in how we would best spend $260 million, how we would best utilize it to get the most bang for the buck $260 million of hard-earned Federal taxpayer money, how would you do that? Number one, where would we spend that $260 million? Number two, how would we ensure that we are making progress; if we are not getting the results we want, how do we at least get some idea of determining if this money is well spent? Because colleagues, it absolutely amazes me that we could be talking about leaving so many of our young people behind. I cannot fathom for the life of me how, if we had a system of competency-based advancement in local schools, based on high expectations and standards of teachers, students, and parents alike, so that many of our children aren't reading well. I don't understand how they can advance from grade to grade. I don't understand how they can graduate and get a high school diploma and be practically illiterate. I just don't understand that. So you can see that I come to this discussion as a real skeptic, and I worry we are going to put bad money after maybe good money.

I have said this before to colleagues on this side of the aisle who I respect and admire, who have taken great exception to my remarks. I am not intending to impugn the efforts of local educators. I am asking how will we determine if we are making progress, and how do we measure the results? How would you spend $260 million, and how would you assess the expenditure of that $260 million?

Dr. **Vinovskis**. I think you have a basic philosophical question, and it is probably too late to do anything about it because it is in the budget, and the budget is about to be passed.

I think my basic bias would be to--

Mr. **Riggs**. May I interrupt you for a moment to point out that, yes, it may be too late to start, except that the budget proposal has this unique contingency language saying that the Congress must act, beginning in this committee, to approve the release of that $260 million by April 1st. So in this case we do have a shot at trying to craft good legislation that gets the results we want.

Dr. **Vinovskis**. So, first of all, my basic bias would be to make existing schools work well. I am very concerned about a series of small categorical programs or large categorical programs piled on top of each other. Let's work with Title I, let's get Title I working, and that would be where my emphasis would be.

I don't think that is going to be allowable, but within the $260 million, then, one, I would be sure to say I want a review of the literature and see where it could be well spent. For example, summer learning may be very important, so I wouldn't just put it all necessarily into the schools, I would look through public libraries and other kinds of programs. Rates of return may be even higher there, and I can elaborate on that.

Your second question is how can I make sure it is going to work? What you have to do is set up an independent panel, and I mean independent, of people who are supportive, but critical, of these programs, to see if they work. And I might run that through the National Academy of Science or National Academy of Education, by putting some kind of a group like that to work with it, to both monitor it, evaluate it, and offer guidance, which is not expensive. They are going to do a better job.

The tendency in the Federal Government is spend the money, send it out there, and some things work, and some things don't. We need feedback. This is an ongoing problem, so I would try to put it with a group like the National Academy of Science, National Academy of Education and ask them to work with this program and to evaluate and monitor and make suggestions as it goes.

Dr. **Walberg**. I think if you would have asked me that question a quarter century ago before we had enormous growth of Federal categorical programs, I would have said this is a crisis; don't just stand there, do something. I think 5 years ago I would have said, don't just do something, stand there. Today I would say to you, don't just stand there, undo Federal programs.

I think to assume the $260 million is best spent by the Federal Government could be a very questionable assumption, but if staying with that assumption, I would say, number one, block grants would be a better way to do it. If I couldn't do that, maybe the best way of all, I would say voucherize it and give it to the people who are presumably the ultimate beneficiaries; that is, poor families or families that have children with reading problems. If that can't be done, I would give maximum freedom to States to experiment with programs to use research results in various ways to research and evaluate them and to base their findings so that we could learn from the diversity of programs that would be used in the States.

Dr. **Johnson**. I think that the program needs to put forward very clear goals, and States should be asked to define how they could develop accountability systems to demonstrate that schools within their State were attaining those clear goals. So if the focus is on getting all students to read by the end of third grade, then that should be the issue that we are tracking. That should be the issue where we are collecting data to determine if, in fact, it is happening. And then it is important that school districts have substantial flexibility in determining how they can use that resource in coordination with all of their other Federal resources, their State resources, their local resources to put together programs that can make it happen.

Dr. **Wilhoyte**. What we need right now at the local level is a clearinghouse for best practices, so that research that has been mentioned today, the evaluation by an external source, is critical. For third grade reading goals, let's define what we want to measure, comprehension, decoding, vocabulary, and let's give the money to those with a proven track record.

The other day, two gentlemen told me I could save three quarters of $1 million in my energy budget, and if I didn't save at least $453,000 the first year, they guarantee me a check. I say go with those that can guarantee us a check for our Carolyns in the third grade reading proficiency.

Dr. **Hayes**. I would say, first of all, let's not proscribe method from the Federal level; and some of the things that are in the reading program, such as use of volunteers, is a method, so let's not proscribe method, let's set goals, clarify the goals, help the field develop sound measuring systems for those goals so that it has the capacity to provide you with the information that you actually ask.

I think one of the things that I would suggest, even to continue to be positive, is that even in the schools where--school systems where there is a tremendous discrepancy of money in the low side, that is they have very little resources available, a very large proportion of the children are succeeding well in schools.

I am doing research in schools all over this country and all over the United Kingdom, and one of the impressive things when I go in day after day after day are things children are doing that, sorry folks, we weren't doing when we were in schools. We just were not. Schools have developed to the point that most of the children are doing things that are absolutely wonderful.

Unfortunately, we start focusing our attention on the lower quartile--or perhaps even less in many cases—those who are not doing what we often think that schools ought to be doing, or that children ought to be doing. But within that context, I think we recognize the capacities that are there and the barriers to changing those capacities.

For example, if we were physicians, in dealing with physicians, and a new disease came up, among the physicians they would assume that research, experimentation would be one of the major ways of finding solutions to the problems associated with that new disease and ways of correcting it. That is not a part of the culture of schooling. It is not a part of the culture of schooling to assume that if there is a problem that we have, that research is a way to provide information for it. Now, common knowledge, experience, practice is the way to know. So we have a very difficult time disseminating information within the field of information because it is not a part of the culture of the field.

So what I would strongly encourage you to do is to recognize that one of the programs being considered here today, the one dealing with comprehensive family literacy programs, the Even Start Program, involves a fundamental shift in the nature of service delivery in the sense that it involves the collaboration, the integration of services across agencies that have traditionally worked independently to serve groups with their particular single goal. That program, in my judgment, offers a potential for our field to result in some fundamental shifts in schools at the local level and school systems at the local and State levels.

I encourage us to try to shift OERI, for example, the question of how do we go about getting these systems disseminated, how do we actually go about understanding the nature of the population, to understand how they can have these changes that we try and help them make are actually made, and then get--help those systems make the fundamental changes.

So don't proscribe methods at the Federal level, and help develop the systems that would allow us to make some of these fundamental changes.

Mr. **McKeon**. [Presiding.] Mr. Hinojosa.

Mr. **Hinojosa**. Thank you, Mr. Chairman.

I want to thank all of the panelists for participating in today's very important hearing. The efforts don't often grab the national headlines, but as far as I am concerned, it is one of the most important of the areas of our committee and our committee's focus.

I applaud Dr. Cheryl Wilhoyte. I applaud your successes with special populations and with the disadvantaged students.

But for Federal programs, and similar Federal mandates of Title I, I would not be in Congress. You see, I come from a very small rural community. I come from the delta area of south Texas, where the superintendent and the school board felt that they had to have a segregated school district. The district where I grew up is one of the five poorest of the 1,050 school districts in Texas that my colleague Mr. Fattah was describing. I served on the Texas state board, and I know the numbers. We have over 3-1/2 million children.

So much of what I heard was something that I could relate to, and I am going to dedicate the few minutes I have to address some questions to Dr. Walberg, because I take exception, for two reasons, to your characterization of transitional bilingual education as an inefficient educational method. You say that transitional bilingual ed denies students the very experience they most need, practice in-English.

First, I take exception to the thought that English is the most important objective of these programs. Academic content learning is equally important, as far as I am concerned. I also take exception to your charts that transitional bilingual ed denies the students practice in English. All federally-supported bilingual programs include a strong component of English as a second language. Research shows this program enables students to simultaneously develop English language and academic competencies and, in the best cases, achieve full bilingualism and literacy in English and a second language.

In your statement you say research shows categorical programs, during their long history, have seldom worked. You go on to say that they clearly have done considerable harm at great public expense, and that they violate the American heritage of State and local control of schools. What research are you talking about? The research I have, the research I have read, documents an impressive record of local educational accomplishments made possible by Federal categorical programs. Can you tell me what research you are talking about?

Dr. **Walberg**. Well, I would contrast two kinds of things that could be called research. You can have program advocates that run programs that claim success for them. If you go back to--you ask the question, though, what about objectivity and independence, and also what about scientific research that requires control groups? That is, we have one group that may be in a categorical program and another group that is not in that program. We measure what they know ahead of time and what they know afterwards, whether it is science, mathematics, English, Spanish or whatever, and we measure the results across time, then we gather the programs together.

The person who has done that, the best job of that, of independent evidence, is Christine Russell of Boston University where she brought all studies with experimental groups, with transitional bilingual education and control groups together, added them all up, and asked the question, do they work or not? What that indicated is the kids were equally well off not being in the programs in contrast to those that were in the programs.

So I think that is the largest body of research, and I think it is very dangerous to take--if we have 1,000 instances, to find two or three that are working and then make a conclusion that the programs work in general. Sometimes they work, but you have got to have a scientific survey and take random instances or study all instances in large programs, and in my view, you cannot ask program administrators about the things because most of them are self-interested in the programs.

Mr. **Hinojosa**. I can only tell you that what Mr. Fattah was talking about, that many of the school districts, especially in rural and some urban communities, there isn't enough money being spent on the children who are disadvantaged and poor families, and I come from that environment. I can speak to it because I lived it, and I can tell you that this is a very complex problem that we are dealing with.

But again, the most important thing I heard from this panel is that we are going to have to find the exemplary programs and focus on those, shift the monies, and make more of that available to them, to those exemplary programs, so we can serve more of the students and have more successes.

And finally, I want to say that when you take a look at what is working in America, and that we only have $10 million being spent on Hispanic-serving institutions in higher education as compared to what is being spent to other groups, then you will understand why I can be so strong and so passionate in fighting for increasing the amount of money for exemplary programs that are working; not to create new programs, but just to serve more of those who qualify.

Thank you.

Mr. **Riggs**. [Presiding.] Mr. Owens, you are recognized.

Mr. **Owens**. Mr. Chairman, I appreciate the opportunity to have this dialogue with such a distinguished and experienced group of educators who are leaders in the education world out there.

And before I get to my question, which I would like for all of them to comment on, I want to make a few observations, and hopefully they will provide some leadership in dispelling this myth that there has been an exorbitant amount of money spent on education. That is a myth. Compared to modern expenditures, modern costs, a very limited amount of money has been spent on secondary education.

We just voted twice in the last 3 weeks to spend $28 billion on B-2 bombers that the President says we don't need, the Joint Chiefs of Staff says we don't need, the Air Force Chief says we don't need, and yet we are going to spend $28 billion on B-2 bombers and $100 billion for overseas bases in countries that could pay for their own defense. So in terms of modern expenditures, what the Federal Government spent on education is a tiny amount.

Also, you know, only about 7 to 8 percent of the total expenditure on education is Federal, and of that 7 to 8 percent that the Federal Government spends, the smallest portion goes to elementary education. The largest amount goes to higher education. So if there is something wrong on education, and 90 percent of the money is coming from State and local governments, that means 90 percent of the control also is invested in State and local governments; 90 percent of the blame for what is going wrong has to be at the State and local government level.

So it is great to have this dialogue about Federal programs and what they are doing and not doing, but understand, whatever is going on in education is basically under the control of State and local governments, and we should recognize the Federal role for what it is. It is a stimulant, and it may be stimulating things in the wrong direction, but it is still a small player.

I also want to comment on the statement you made about OERI. We do need more research and more compilation of the results of research, a number of things in a number of places. What we have done at OERI is taken the politics out of the process and given it to educators and researchers, and my great problem is it has been a failure of imagination in the last 3 or 4 years, a failure of imagination, a failure of energy, a sense of urgency, and I hope you as educators will look at OERI as a tool that can be utilized to resolve some of the problems and talk to your colleagues and get things going. There is no excuse for OERI not being involved in addressing the problems we are focused on.

Let me ask you a less political question and a more research-oriented question, and that is in the past few years we have had clear recognition, even popularizing of the recognition of the fact that the early years of a child are critical. We are talking about literacy and reading, and teachers tell me every day that if kids don't read by the time they get to the fourth grade, it is hopeless after that, especially with boys. They get frustrated, and things go downhill from the fourth grade on. So we are addressing the right subject, literacy, reading, et cetera.

But even before you get to the fourth grade, what the recent research has been substantiating and sort of magnifying, the White House conference on early childhood development, is the early years, which maybe shouldn't be called education in a traditional sense; it is kind of a human nurturing, it is a part of education, but it is a human nurturing, and by the time they become 1 year old, a lot of things have happened. And recent developments that have gotten so far as to be popularized on Nightline with relation to Eastern European children, Russia and the Ukraine, being adopted, blond, blue-eyed children who genetically one would say had all the right material, if you dismiss some of the racist arguments against children who misbehave in our schools, they have tremendous problems, and as they look back, they find the problem is an early nurturing was not there, the kind of relationship of adults to babies wasn't there, and damage sets in. Their physiological equipment is damaged early on. Environment takes over, and it is not about what they inherit or what their genes were, something in their heads begins to happen very early, and it is hard to reverse it.

So you as educators, I think you ought to, in order to protect yourself, but that is not the most important thing, you ought to sort of look at this problem and draw a line between where the institution of education or the education world takes over and where something else has to happen. What is happening now is it is all being dumped in your lap.

The basic problem in schools in New York City, I am told, is discipline. They can't get around to teaching because even in the first grade, even in kindergarten, they have children who are damaged, crack mothers, grandmothers who had to take over when the crack mother was arrested, and they couldn't cope, or just put out there a nobody. They go from foster home to foster home, and the damage has taken place because the nurturing wasn't there.

So is it not in your interest to draw a line as to where you should take over and where something else should happen? And I am asking you to do this because I don't want to keep dumping it on the schools. I want the schools and educational world to make a strong statement to throw it back where it belongs and say, you should watch your welfare policy that takes away mothers from children at an early age, which cut them off. Could you please address that? I think they should all be given a chance.

Dr. **Vinovskis**. Let me start.

First of all, I agree with you. I think early childhood education is very important. We certainly need to sustain it thereafter, but the early years are crucial, and you need to balance the approach. It is not just education, it is nurturing.

I think the basic problem is one of poverty. There are many people in America who still don't have access to the kinds of goods and services they need to grow up healthy children. And I think the difficulty--and I will be honest. As an outsider I am discouraged when I look at Republicans and Democrats, because you are all fighting with each other to see who can give the most tax breaks to the middle class. I understand why you do that, because you run for office. I don't run for office, but the poor people in this country need more help, and they need general hope, not just educational, but a way to raise the children in a meaningful way, and issues like child health insurance, things like that, are as central as educational issues.

Dr. **Walberg**. I would add to that. I think there is a tendency among educators to blame families, that families are deteriorating, or there is some defect in the child. The research I cite in my Brookings paper, which I have made available to the committee, suggests that family income has been going up in the last 20 or 30 years. Families are smaller. There are more early childhood education programs of various kinds, and, in fact, American students, were compared--where we take the first few grades of schooling, American children stand pretty well. It is during the school years they fall behind students of other countries.

So rather than blaming families, I think the schools are much in question. I think we have to keep a focus there, and I think we have to guard against educators that blame society.

Mr. **Owens**. I wasn't blaming families, I was blaming public policies, yes.

Dr. **Johnson**. Consistent with what you just said, I would suggest that the issue is not drawing a line that separates and says where we should focus blame, but, instead, drawing a circle and recognizing that we as a society have to join hands around our children to ensure that they have all of the supports that are needed to ensure their success in life.

Mr. **Owens**. Some would be above and beyond the school budget, and other kinds of services that may have to be administered by the school, but they are not part of the education budget.

Dr. **Johnson**. Right. And I think that that concept, when we relate that back to this notion of reading, one of the comments that I made earlier was about the importance of having parents and community members working with schools in helping children read, and I think that might have been misinterpreted in a way that suggested that I am talking about having parents or volunteers serve as teachers. That isn't it at all.

What we have seen in really successful schools, real schools, that are getting all students to achieve at high levels are situations where parents are--parents and community members are coming into schools, sitting down with children, and in some cases just listening to children read, or in some cases spending time reading to children, showing children that this is something that is important and meaningful. That kind of partnership where parents and community members are working with schools to make a difference can be extremely powerful.

Dr. **Wilhoyte**. The superintendent's job has become building community capacity for learning, and I have direct responsibility for one part of that capacity, but until we, as cities and villages, regardless of your partisan focus on it takes a whole village, for me to have a strategic plan in the school district and the city and county to have a different one, we need one plan about building community capacity for being learners. Children and adults as well. We need family-friendly policy, whether it be welfare reform, education, or higher education.

So I would encourage you, and I so appreciate your comments, to have the policy that enables us, in the cities, in the rural areas, to build learning capacity, to build on what we know about little ones. I am a new grandmother, and I check and make sure the music lessons and reading lessons have happened every day for the 10-month-old. We know what it takes to be a good learner, and we must collaborate across boundaries to build community capacity for learning.

Dr. **Hayes**. Thank you, Dr. Wilhoyte, for saying so well what I would like to have said.

I would like to thank you, Mr. Owens, for saying to us some things that we may not have wanted to hear. But I had a thought when you were talking about a statement that a colleague of mine, Jerome Kegan, has stated once about the position of children in contemporary society and essentially there is no role except that of being drone. That usually is not too nice for most of us, but essentially there is nothing important that they have to do to contribute to society on a day-to-day basis.

They can at least see the importance of it, so to speak, so the children who come into our family literacy programs as early as 2, 3, 4 years old are often reflecting the culture--the context of the homes. If they are in an abusive setting in which problems are solved by fighting and so on, that is often what they come in like. High-quality programs can help them deal with that.

But I think we have to do several things. One is we have to give families who have extreme desires to make improvements in their lives hope that those improvements can actually be made, because when I talk with the families in the Even Start programs, I have never met one who did not have a high-level desire for self-sufficiency, for personal accomplishment, for personal development, for responsibility for families, for achieving children, but most of them did not have any idea at all that those goals could actually be accomplished. Many of them had no experiences within their own families, or even in their own communities, of people who got jobs and sustained jobs and so on.

And one of the things that bothers me quite often with young children, and in the Even Start programs, especially the little boys you talked about, is that they often see going to school or coming to school as an indicator of being grown up, and schooling is really important to them because it is an indicator of being grown up. But my concern, when I think about what is likely to be available for them to do that is really important over the next few years, unless we can make learning and schooling important to them for intrinsic values, demonstrated to them through the families, that as soon as other symbols of being growing up are accessible to them, like being a member of a gang or selling drugs or entering a variety of crime, that they are just as likely to shift into that.

So I think one of the things we have to do is focus our attention as much as we can to give the families hope; not just continue the desire, we have got to give them real accomplishment and real demonstrations of hope, and some of these programs have the capacity to do that.

Mr. **Riggs**. Congressman Payne, your questions for the witnesses.

Mr. **Payne**. Thank you very much. Let me also the thank the panel and the Chairman of the committee for calling this very important hearing.

I think literacy is something we hear very little about. It is a tremendous problem. Years ago when we could sponsor resolutions, we had a practice here in the House where if you got 218 cosponsors, you could bring a resolution to the floor, and from 1990 to 1994, up until 1995, when the practice was ended by the new Majority, I had a resolution calling for National Literacy Day, and it was just to bring the people's attention to the number of illiterate people in our country. The number has grown to maybe 35 million. It is growing by about 2.5 million annually, with new immigrants and with school dropouts. We had people who, if they got a job, they would be unable to read directions to the job, or mothers who cannot read the directions on medicine.

For the last 6 or 7 years, at the Congressional Black Caucus, well, the last 9 years, I have had a special panel on literacy. It is something that doesn't draw a lot of attention because it is not sexy, it is just something someone else has, but it is such a tremendous problem. And it was only 2 or 3 years ago that our first bill on literacy was ever passed in the Congress. Tom Sawyer was the prime sponsor of the bill of the National Literacy Act, which talked about National and State literacy groups, and we encouraged States to have a State literacy council.

So I think all of you are really doing God's work when we talk about this question of literacy, and, Dr. Hayes, I really appreciate much of your conversation about Even Start, and I think it is so important we do invest. And for that regard, I agree with Congressman Owens. Just this year we spent two and a half times as much on defense as we spent in--as Dr. Walberg brought out this $100 million, we spent 2.5 times that this single year, on the defense, than what we spent on the Federal Government in the last 25 years.

And so it does bother me a little bit, I think. The acting chairman might know my disdain for this taxpayers' money question that we hear about when it is generally used for something that seems to help, as has been indicated, the poor, or that isn't talked about anymore. You don't talk about homeless people when you run for office, you don't talk about shelters, you don't talk about down and out. You start with middle income if you are running, even in poor districts, because poor districts' people are no longer fashionable, they do not exist, they are just pushed off the Earth.

So I do take a little exception to this $7 billion a year for poor and low-achieving students which taxpayers have paid. You know, it kind of sends a little message that it is wasted money, you know, no one complains about. And I wish I were a college professor, because if I were, my children could go to that university free of charge. Taxpayers' money goes into the overall budget of the university, poor people paying their tuition. And you didn't start the practice, it was there. I am sure if you had children, if you had good sense, you took advantage of it, but we don't hear people coming to criticize you because your child could go to your college of your instruction free of charge, as a benefit. And so I kind of take a little exception when we highlight poor people and little benefits they may get from Title 1 or Title I.

Let me just ask a question, I guess, in the form--I should ask a question. There has been a question about phonics, and the whole language, and I just might fill out the question to each of you. I don't know if you are reading specialists, but if you have any knowledge of the subject, which do you think--since reading is a real stumbling block in our school systems, what do you think is the best approach, or is there a similar--a single approach to the problem of teaching reading? Any of you.

Dr. **Wilhoyte**. I am a reading specialist, so I guess I will venture forth.

I think it always depends, and I go back to diagnosing the student need and then prescribing the program that works. And I would share with you that both of the methods are important in different times in a child's development. There is never one single answer, as with you at the policy level, and for us it is whatever works. But it is a combination of very direct instruction for children who don't have an ease with reading when they begin, and finding out where their strengths are, diagnosing those with a very highly trained person, and structuring a program that works so they, too, are literate by the end of grade 3, and they don't decide to act out or drop out because they don't have the literacy skills in grade 4 or grade 8 or grade 10 to keep going.

Dr. **Johnson**. In Texas, we recently concluded a study where we looked at 26 schools in our State that were schools where there was a high level of poverty. Many of the schools had high percentages of minority students. Many of these schools had high percentages of students that did not speak English as their first language. But these were also schools where they had very, very high achievement among the top 10 percent of all schools in the State, and when we looked at these schools, we assumed that we would go in and we would find schools using certain types of reading approaches.

And quite frankly, we were wrong. We saw that these schools were using a wide range of different approaches, but what was consistent was those schools, those teachers, were taking time to understand the specific reading needs, the specific reading strengths of their students, and they were tailoring programs to meet the needs of their students. That is the critical issue, I believe, in helping make sure you have a reading program that is successful.

Mr. **Payne**. Thank you very much.

Mr. **Riggs**. Thank you, Congressman Payne. I do simply want to point out to my friend and colleague that in questioning the expenditure of Federal taxpayer dollars, I don't necessarily mean to be critical. However I think it is our role and responsibility as elected decision-makers to ensure the proper expenditure of dollars. We have a fiduciary responsibility, for lack of a better term, for the expenditure of hard-earned Federal tax dollars and investing--I do view it as an investment, and I think we could get bipartisan agreement on that--investing up to $260 million dollars more to improve literacy in the primary schools of America. Again, we want to ensure that we get the most bang for the buck and get real measurable results.

Related to that, though, I wanted to ask one more question, and if has to do with Head Start. We are considering in our proposal. Our proposal competes with the Presidents proposal but we do hope we can move it through the committee on a bipartisan basis, we are looking at possibly requiring local schools to work in collaboration with local Head Start providers. My question, and I believe I should address it to you, Dr. Wilhoyte, given your testimony, is what type of pre-reading and pre-elementary-school instruction or early childhood education do you believe should be provided to Head Start programs: and should local school districts, in general, work more closely with local Head Start programs so that there is a continuum of learning for children that begins at the earliest ages and then, of course, obviously, extends up into primary and secondary education?

Dr. **Wilhoyte**. I have worked in school districts where both the Head Start was under the direction of the school district, and a school district currently where it is a separate entity with very defined turf, separate from the public schools. Certainly, from infancy to adulthood, there is a continuum of literacy learning that should be constantly in progress. For those of us who do not direct the Head Start or preschool programs, both with child care as well as with preschool programs we have what is called Start Smart in Madison, and it is an opportunity for all of us to sit at the table.

The one thing I would share with you is we agree on developmental milestones for early literacy reading and that Head Start be required to be accountable for including those and producing the results that are required so children are ready for school.

Mr. **Riggs**. Children like Carolyn.

Dr. **Wilhoyte**. Children like Carolyn.

Mr. **Riggs**. All right. Very good.

I want to thank all of our witnesses for their testimony and stress that we want to continue to work with you as we develop legislation which we hope will help teach children to read as early as possible. Legislation that will focus on getting more dollars to the classroom to support quality reading programs, as well as promoting and taking advantage of sound scientific research and supporting quality training, both pre-service and in-service, for classroom teachers.

So with that I want to thank all of our witnesses and my colleagues. This concludes the full committee hearing on literacy. The Committee on Education and the Workforce stands adjourned.

[Whereupon, at 12:28 p.m., the committee was adjourned.]

Appendix A- Opening Statement of The Honorable Bill Goodling

OPENING REMARKS
BILL GOODLING, CHAIRMAN

Hearing on Literacy: Why Children Can't Read
July 31, 1997

Today we will examine the importance of federal literacy programs in teaching children how to read. Witnesses will provide us with their insights into the effectiveness of programs such as Title 1, Head Start, Even Start and Bilingual Education.

Each year we spend billions of dollars on these programs, yet we have no firm evidence as to whether or not they are making a difference in the lives of the at-risk children they were designed to help.

The purpose of today's hearing is to gather information on what works and what doesn't work. I believe very strongly we must focus federal education dollars on programs which work. If there are problems with current programs, we need to address them.

Reading is fundamental to a child's ability to learn. If children cannot read, they will have difficulty with their academic classes. According to the NAEP 1994 Reading Report Card, 40 percent of students in the fourth grade were below the basic level of reading achievement. This is a cause for great concern.

I am particularly interested in learning about the impact of the Title 1 program. According to NAEP data, at all three grades studied (fourth, eighth and twelfth), the percentage of Title 1 program participants performing below the basic level was higher than that of their peers who were not Title 1 participants. In fact, for fourth grade, 80 percent of Title 1 participants were below the basic skill level. According to NAEP, only about one-third or fewer of students across the three grades who were not Title 1 participants performed below the basic level.

These are definitely the children most in need of reading assistance and we have to be sure the federal programs designed to meet their needs are effective.

As the Member of Congress who designed the Even Start program, I am also interested to see how it can be improved to be sure more families benefit from the services provided under this program.

With respect to Head Start, I have, for years, been concerned that this program does not focus enough on providing children with the pre-reading and basic educational skills they need to do well once they enter school. I will certainly be interested in learning more about the need for reform in this program.

Finally, some of our most vulnerable students are those who come to school and cannot read or write in the English language. Although our federal Bilingual Education program provides a very small portion of the funds spent on educating limited English proficient children, I believe we need to insure these funds are spent on high quality programs which teach children to read and write in English as early as possible. The sooner these children are fluent in English, the greater the chances they will have to finish school and achieve the American dream.

Each of our witnesses today will provide us with testimony, based on research or personal experience, which can assist us in making important changes to our federal literacy programs. I look forward to receiving your testimony.

Appendix B- Opening Statement of The Honorable Bill Clay

Statement of
The Honorable William Clay
Ranking Member, Committee on Education and the Workforce
Hearing on Literacy: A Review of Current Federal Programs
July 31, 1997

GOOD MORNING,

I AM PLEASED TO JOIN CHAIRMAN GOODLING IN THE SECOND OF A SERIES OF HEARINGS ON CHILD LITERACY. IMPROVING CHILD LITERACY DESERVES TO BE A TOP PRIORITY OF THIS COMMITTEE. IN 1994, 4 OUT OF 10 FOURTH GRADERS SCORED BELOW THE BASIC LEVEL ON THE NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS. I AM CONCERNED THAT WITHOUT ADDITIONAL HELP AND

SUPPORT, TOO MANY OF THESE CHILDREN WILL FALL BEHIND IN THEIR CLASSWORK, AND EVENTUALLY DROP OUT.

TODAY'S HEARING FOCUSES ON A REVIEW OF HOW CURRENT FEDERAL PROGRAMS ENABLE OUR CHILDREN TO GAIN IMPORTANT LITERACY SKILLS. MAJOR FEDERAL INITIATIVES LIKE TITLE I PROVIDE THE BULK OF FEDERAL EDUCATION FUNDING TO K-12 SCHOOLS. THESE PROGRAMS, WHICH ARE MOSTLY TARGETED TOWARDS SCHOOLS WITH LOW

INCOME STUDENTS, PROVIDE SOME OF THE MOST VULNERABLE CHILDREN IN OUR COUNTRY ACCESS TO QUALITY LITERACY PROGRAMS.

EARLY LITERACY IS THE KEY TO PROVIDING CHILDREN THE OPPORTUNITY TO MOVE ON TO HIGHER EDUCATION OR PRODUCTIVE AND FULFILLING EMPLOYMENT.

EARLIER THIS YEAR, I WAS PLEASED TO INTRODUCE PRESIDENT CLINTON'S MAIN LITERACY INITIATIVE, AMERICA READS. THE LEGISLATION

MARSHALS OUR MOST POWERFUL RESOURCE – PARENTS AND VOLUNTEERS – TO SUPPLEMENT EXISTING EFFORTS IN OUR NATION'S CLASSROOMS. I ENTHUSIASTICALLY SHARE THE PRESIDENT'S GOAL OF ENSURING THAT EVERY CHILD CAN READ WELL BY THE END OF THE THIRD GRADE.

I AM PLEASED THAT THE APPROPRIATIONS COMMITTEE HAS FUNDED THE AMERICA READS INITIATIVE, ALTHOUGH I WISH IT WAS FOR FISCAL YEAR `98 INSTEAD OF FISCAL YEAR `99. BECAUSE

THE APPROPRIATIONS IS CONTINGENT ON OUR PASSING AUTHORIZING LEGISLATION BY APRIL 1, 1998, IT MAKES OUR WORK HERE ALL THE MORE URGENT.

I WANT TO COMMEND CHAIRMAN GOODLING FOR WORKING WITH US TO DEVELOP A BIPARTISAN INITIATIVE.

I LOOK FORWARD TO WORKING WITH THE CHAIRMAN TO FINISH THE JOB AND CREATE A

CHILD LITERACY INITIATIVE THAT WE ALL CAN ENTHUSIASTICALLY SUPPORT.

THANK YOU MR. CHAIRMAN

Appendix C- Prepared Statement of The Honorable Lamar Smith

Statement of Representative Lamar Smith before the Committee on Economic and Educational Opportunities on the Issue of Literacy

Mr Chairman, I appreciate the opportunity to testify before this committee on the important issue of literacy. As we all know, illiteracy plagues millions of Americans both young and old.

We can all recall having read to our own children, grandchildren, nieces or nephews and what a rewarding experience it was. Children of illiterate parents can not reap this reward and research has shown that being read to has the strongest influence on a child's reading development.

Parents who are illiterate do not help their children in some of the most basic ways. You generally do not find newspapers, magazines, encyclopedias or computers in their homes. If parents are unable to read them, it makes sense that they would not have them in their homes.

Children of parents who can't read are at risk. According to the National Assessment of Educational Progress, children of illiterate parents are twice as likely as their peers to be functionally illiterate. Therefore, like their parents, they may be unable to adequately function in an increasingly fast-paced, print-oriented, technologically advanced world.

Clearly, adult education should become more of a priority at both the state and federal levels. However, more resources must be devoted to adult education programs if we are to eliminate this national problem.

One effective program is family literacy. Family literacy programs address the needs of the whole family and break the cycle of illiteracy. These programs focus on depth and intensity of literacy efforts and tend to have comprehensive and long lasting results.

These programs teach young, impressionable children that education is important and worth making an extra effort to obtain. Unfortunately, today a high school diploma doesn't necessarily mean that one is literate. In my home town of San Antonio, adult literacy centers estimate that nearly half of the students they tutor in beginning level courses are high school graduates.

Clearly, this is disappointing. It is necessary that as a nation we work harder to stop illiteracy. Too little is being invested to insure that our young people are obtaining a

245

quality education. When more than half of those adults seeking assistance in a city as large as San Antonio, Texas have a high school diploma and yet they are illiterate, we must ask what has happened to such basic components of education as reading, writing, and arithmetic?

We live in a different era than that of our grandparents when low-skilled workers could pick-up a shovel and make a living with a strong back. Nowadays, virtually every entry-level position available, from fast-food cashier to bike courier, requires interaction with at least one print medium and in most cases contact with a computer. However, according to the National Adult Literacy Survey, 30 percent of welfare recipients cannot fill out a job application or make change for a dollar, let alone work with a computer. It is imperative that we invest in more effective adult literacy programs like family literacy.

The link between childhood and parental illiteracy has been clearly established. Without a substantial investment in illiterate adults, it may be impossible to end the cycle of generational illiteracy.

I would encourage the Committee to continue its efforts in the fight against illiteracy. But I would also encourage you to remember the enormous influence parents, and especially illiterate parents, have on their children – the future generation of Americans who will be running our nation. While it is important to insure that every child can read; it is also imperative that their parents be able to read.

Appendix D- Written Statement of Dr. Maris Vinovskis, Department of History and The Center for Political Studies, Institute for Social Research, University of Michigan, Ann Arbor, Michigan

DO FEDERAL COMPENSATORY EDUCATION PROGRAMS REALLY WORK?

Statement of Maris A. Vinovskis

Professor, Department of History and
Research Scientist, Center for Political Studies,
Institute for Social Research
University of Michigan

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: A REVIEW OF CURRENT FEDERAL PROGRAMS

July 31, 1997 at 10:00 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

This statement is a revised and abridged version of a background paper prepared for the National Commission on Philanthropy and Civic Renewal, March 1997. The longer version contains the documentation and footnotes which were omitted from this essay. The ideas and suggestions expressed here are strictly those of the author and do not represent those of any other group or institution.

Americans have always valued education, but their reasons for supporting schools have shifted somewhat over time. In colonial America, the Puritans believed that everyone had to be literate in order to read the Bible. With the founding of the Republic, the emphasis on education shifted to satisfy the need for a literate and intelligent electorate. And by the mid-nineteenth-century, education was touted as enabling individuals and society to increase economic productivity. Today calls for improved schooling continue to focus on the need for educated citizens as well as for productive workers.

Responsibility for educating Americans has also changed over time. In colonial America the providers of elementary education at first were the parents; but gradually their role was supplemented and then largely replaced by local district schools. Funding for those schools gradually shifted from the parents to the local community; and many states in the nineteenth century provided additional financial support for local education. Along with growing state support came increased state regulation that placed restrictions on the operation of the local schools.

Throughout the past 350 years, educating disadvantaged children has been a continuing concern in our society. In colonial and nineteenth-century America private charities and local communities tried to provide at least a minimal education for poor children. And in the early twentieth century special educational programs for poor immigrants and African-Americans were created. Since the mid-1960s, however, the federal government has assumed a larger role. While many have welcomed the addition of federal education dollars and guidelines, others have objected to the intrusion of federal regulations and experts into an area historically reserved mainly for parents and local school boards.

While fundamental philosophical questions about a federal role in promoting elementary and secondary education have abated somewhat, concerns about the effectiveness and efficiency of those federal programs have grown. After more than three decades, popular federal compensatory education programs like Title I and Head Start now are being criticized for failing to close the large gap in school achievement between disadvantaged students and their more fortunate counterparts. Educators, policy makers and parents increasingly want to know whether federal compensatory education programs really work.

Federal education policy has been examined many times, but not from a broad historical perspective which also takes into consideration more recent program evaluations. In my testimony, I will analyze the expanding federal role in K-12 education after the mid-1960s and focus on two particularly large and popular federal initiatives: Title I and Head Start. I will provide a brief overview of the development of these programs and discuss some recent evaluations of them. Finally, I will make some suggestions that address the major weaknesses of the current federal compensatory education programs.

I. Origin and Development of the Title I Program

As part of his "War on Poverty," President Lyndon Johnson, a former school teacher, was deeply committed to using education to help the disadvantaged. Johnson's seemingly boundless faith in the efficacy of education in eradicating poverty was widely shared by many Washington policy makers, but not empirically supported by studies of the few compensatory education programs in place in the 1950s and early 1960s. The results of these early studies suggested that while compensatory education might be helpful in some circumstances, the relationship between education and social mobility was quite complex and not as strong as policy makers imagined.

The 89th Congress quickly passed the Elementary and Secondary Education Act (ESEA) of 1965--the first major federal aid to education program targeted specifically at disadvantaged children. Title I of that legislation provided five-sixths of the total authorized funds and set federal educational policy in a new direction that has continued for more than three decades. The President and most members of Congress had high expectations of the new educational legislation. They believed that not only would ESEA help disadvantaged students, but that the programs would eliminate the large academic achievement gap observed between children of the poor and their more fortunate counterparts.

Sadly, the very sincere hopes of educational reform in the mid-1960s were not matched by sizable improvements in the academic achievement of disadvantaged students. Title I was more a funding mechanism than a specific program or policy for helping at-risk students. To secure passage of the legislation, Congress mandated that almost all school districts be eligible for at least some of the limited Title I funds. Yet this often meant that some of the poorest and most disadvantaged students in high poverty areas did not get any federal assistance while already successful students who did not really need that help received it in more affluent school districts. And, contrary to what its proponents testified to at the Title I authorization hearings, the educational experts and Washington policy makers did not really know which compensatory programs or practices were most effective in helping disadvantaged students. Many local schools simply accepted the federal money without fundamentally altering the educational opportunities they offered poor children or used some of those funds to educate non-Title I students as well.

ESEA was one of the first major federal domestic programs to be mandated for evaluation by the Congress. Although most of the early state and local Title I evaluations were not rigorous or directly comparable to each other, they did provide some preliminary indications of the ability of schools to help disadvantaged students. Despite efforts to present the best case on behalf of ESEA, the results from these initial Title I evaluations were not encouraging.

The most detailed and rigorous analysis of Title I in the

1970s was the "Sustaining Effects Study" by the System Development Corporation. In this nation-wide study, data were collected on 120,000 students from a representative sample of 300 elementary schools. A cohort of students was followed for three successive years beginning in 1976-77. Launor Carter, the Project Director, found "no demonstrated relationship between the costs of the instruction students received and changes in academic achievement." Overall, Title I recipients did better than comparable non-Title I students; but unfortunately the children who were the most disadvantaged (and a particular focus of Title I funds) were not helped much at all. Moreover, Carter found that while some of the more moderately disadvantaged students benefited from the Title I program, their gains were not sufficient to close the gap with the regular students. Title I students remained below regular students in academic achievement year after year.

Despite persistent problems with the Title I program, efforts to radically change its approach or focus were ignored or defeated in the early 1980s (though the program was renamed Chapter 1). Continued dissatisfaction with the overall performance of students in that program led to some changes in the 1988 reauthorization. Schools were now held accountable for the performance outcomes of their students, required to stress "higher-order" thinking skills, and mandated to link the services to the regular school curriculum. The legislation also allowed and encouraged high-poverty areas to develop school-wide programs rather than focus on individual students.

Unfortunately, just how well the Chapter 1 program worked during the 1980s is impossible to ascertain because no large-scale, individual-level national assessments were undertaken. In order to overcome this deficiency in evaluation, the Congress called for a new investigation in the early 1990s which became known as "Prospects: The Congressionally Mandated Study of Educational Growth and Opportunity."

Abt Associates, a contractor for the U.S. Department of Education, designed and implemented Prospects. It was to be a representative analysis of three cohorts of public school students in the first, third, and seventh grades followed over a six-year period. The study used a multi-stage sample which was stratified by geographical region, degree of urban development, economic disadvantage, and concentration of limited-English-proficiency (LEP) students. Altogether approximately 30,000 students were included in the national sample.

The 1993 interim results from Prospects were disappointing--Chapter 1 did not appear to help at-risk Chapter 1 students close their academic achievement gaps with other students. The final report on student outcomes from the Prospects Study was released earlier this year and confirmed the generally negative findings from the interim report:

> In the period covered by this study, children in high-poverty schools began school academically behind their peers

> in low-poverty schools, and were unable to close this gap in achievement as they progressed through school.
>
> When assessed against high academic standards, most students failed to exhibit the skill and mastery in reading and mathematics expected for their respective grade levels. Students in high-poverty schools were, by far, the least able to demonstrate the expected levels of academic proficiency.

While there was no evidence that the Chapter 1 program was able to close any of the sizable gap in academic achievement between disadvantaged and advantaged students, the authors cautioned that the program still might have helped the at-risk children. Unfortunately, they could offer no solid statistical evidence to support this very important assertion.

Confronted with the continued apparent failure of Chapter 1 and the growing demands for higher academic achievement in Goals 2000, the Clinton Administration and the 103rd Congress significantly restructured the program. Renamed again as Title I of the Improving America's School Act (IASA) of 1994, the new legislation stressed standards-based education which mandated the creation of state-level high academic content standards, co-ordinated with authentic student assessments, and linked to local school curriculums and practices. This so-called "systemic reform" also targeted high-poverty schools and advocated school-wide reforms for Title I activities.

It is still not clear that the high hopes for the restructured Title I program will be realized. Certainly systemic reform is in theory a much more unified and cohesive approach for dealing with at-risk children than its predecessors. Yet how these ideas will be implemented in practice and whether they will lead to significant improvements in the academic achievements of disadvantaged children remains to be seen. Rather than a reform based upon prior extensive state and local educational development and testing, systemic reform should be viewed as a plausible, but as yet empirically unproven hypothesis. Some critics have already raised questions about the basic assumptions of systemic reform and its ultimate ability to revitalize American education. Fortunately, another in-depth national longitudinal study of the impact of the new compensatory programs has been congressionally mandated. Yet, even preliminary results from this assessment will be unavailable for several years as the new standards-based Title I programs are still being developed and implemented in most of the states.

II. Head Start and Other Federal Early Childhood Education Programs

Early childhood education has periodically become the focal point of our efforts to help poor children. In the nineteenth century infant schools and kindergartens were first developed abroad and then adopted in the United States. Private philanthropy also supported early twentieth-century reformers who maintained day-care centers and nursery schools for disadvantaged children. During the Depression the federal government provided assistance for early childhood programs through the Works Progress Administration (WPA); and during World War II the Congress enacted the Lanham Act which funded day-care facilities for the children of mothers employed in defense-related industries.

Enthusiasm for early childhood education received a major boost in the mid-twentieth century when the idea spread that IQ was not fixed at birth but could be improved through special early childhood programs. In the mid-1960s the Johnson Administration looked for ways to eradicate domestic poverty and saw in Head Start a potentially popular federal program which could help disadvantaged children overcome the perceived deficiencies of their family and neighborhood.

Head Start began as a hastily implemented summer program in 1965. As there were preliminary indications that summer Head Start programs were not sufficient to overcome the problems faced by young disadvantaged children, Head Start was converted to a year-round program. Although Head Start was intended to help at-risk children prepare for entrance into elementary schools, its proponents were determined to keep it separate from traditional educational programs which were seen as too narrow in scope and ineffective in practice. Nor was Head Start co-ordinated with the massive new Title I program which had been almost simultaneously established to help disadvantaged children. And Head Start did not adequately prepare many of its students for the transition from Head Start to the regular schools. Therefore, in 1967 Congress created the Follow Through Program--although the anticipated close co-ordination between Head Start and Follow Through programs never materialized.

Rather than be a strictly educational program, Head Start was expected to provide a broad array of educational, health, nutrition, social, and psychological services. Yet in selling the program to policy makers and the public, advocates frequently focused on the widely held hope that Head Start would dramatically improve the IQ of young at-risk children. Moreover, proponents portrayed Head Start in such glowing terms that the expectations for the program's success were unrealistically high from the very beginning.

Head Start suffered a serious setback when the Westinghouse Learning Corporation's evaluation of the program in 1969 found that the children's IQ gains were small and faded quickly. The Westinghouse study went on to praise some of the non-cognitive benefits of Head Start; but these favorable statements were lost as the mass media chose to emphasize the negative findings.

The Westinghouse study created an uproar among the public and in academic circles. There was widespread scholarly criticism of the report for its conceptual and statistical shortcomings. The strong political and educational constituency developed on behalf of Head Start mobilized to defend the program. But support for Head Start was weakened and President Richard Nixon quietly postponed his planned expansion of the program. One long-term consequence of this controversy was that the level of funding for Head Start remained relatively stable during the 1970s and 1980s (in constant dollars).

While many detractors of the Westinghouse evaluation felt that it unfairly criticized the effectiveness of Head Start, Edward Zigler, one of Head Start's staunchest and most knowledgeable supporters, candidly admitted many years later that the overall program probably was not very effective at the time.

Not only was the long-term positive impact of Head Start on at-risk children in doubt, but the effectiveness of other federal early childhood education programs was being challenged as well. The Follow Through Program, which had been envisioned as a national service program to facilitate the transition of poor children from early childhood training to the regular schools, was converted to a large-scale demonstration effort in a few locations. In the first 25 years of the Follow Through Program, about $1.5 billion (in constant 1982-84 dollars) were invested in trying to develop and test appropriate models--though many of those funds were used to finance services without adequate attention to testing the models. An Abt national assessment of the Follow Through model programs was discouraging because it found little evidence that any of the models worked effectively. While critics of the Abt Report questioned some of the specific aspects of its analysis, most reluctantly agreed with the assessment's overall dismal findings.

One of the more imaginative and interesting recent variations on federal early childhood education programs is the Even Start Program which combines early education with adult literacy training. Even Start legislation was developed by Representative William Goodling (R-PA) in the mid-1980s and has been put forth by some as a more effective approach for helping at-risk youth than Head Start because of its two-generation focus. Rather than trying to help young at-risk children by themselves, Even Start works simultaneously with the educational and parenting needs of their mothers and/or fathers. Bolstered by promising preliminary evaluation results as well as by strong bipartisan support, Even Start grew rapidly from $14.0 million in FY89 to $102.0 million in FY95 (since then funding for that program has stabilized).

Abt Associates were commissioned to undertake a sophisticated large-scale assessment of the effectiveness of Even Start. While there were some serious shortcomings in parts of the design and execution of the evaluation, the overall findings are useful. Unfortunately, they show that there is still much more that needs to be done to help the disadvantaged educationally. The Abt evaluation found that while the children and adults participating in Even Start did improve over time, those in the control group did equally well. Moreover, the gains for everyone were quite small. Much more work is needed to refine the Even Start approach--including developing and testing effective local models. Given the relatively high cost of the current Even Start programs and their apparent limited effectiveness, this potentially important new approach to early childhood education needs to be carefully reexamined and reassessed.

Not all of the results from the evaluations of early childhood programs are as limited or as discouraging as Head Start, Follow Through, and Even Start. Indeed, some higher quality experimental early childhood education programs have produced promising results. A widely cited, but somewhat controversial study, the Perry Preschool Program in Ypsilanti, Michigan, provides considerable hope to those advocating increased spending on early childhood education. Following a small cohort of at-risk black children who received early childhood training (and their control group) in the early 1960s, researchers at High/Scope have meticulously compiled in-depth longitudinal data on these subjects who are now age 27. The Perry Preschool study found that its early childhood program was very successful: significantly increasing high school graduation rates, reducing juvenile delinquency, and enhancing the subsequent adult incomes of those at-risk children.

Critics of the Perry Preschool study acknowledge the impressive findings, but point out that the high quality of care provided to the youngsters does not resemble that of most Head Start programs. Some questions also have been raised about the statistical design of the study and the cost-benefit analysis employed. Also interesting, but hitherto largely ignored, are the sizable gender differences in outcomes. Girls have benefited much more from the program than boys--although the authors of the study have downplayed this potentially important policy finding. Finally, given the small sample size and the particular location of the study in time and place, one wonders just how far we can generalize from this important study.

As we mentioned earlier, funding for early childhood programs remained relatively stable during the 1970s and 1980s. But during the 1990s both President Bush and President Clinton sought to expand Head Start funding. Despite increasing pressures to balance the federal budget, monies for Head Start continue to grow rapidly.

Does this renewed excitement and confidence in federal early childhood education programs in general and Head Start in particular reflect new information about their effectiveness? Probably not. As we have seen, major evaluation studies have repeatedly found at best that only modest gains result from these programs. In 1989 Ron Haskins, a developmental psychologist and congressional staff member, wrote a balanced and thoughtful summary of the impact of early childhood education. He found that while significant gains in intellectual and socioemotional performance do occur during the first year, most of these gains disappear over time.

A more recent and very thorough assessment of early childhood education programs provides a somewhat more optimistic evaluation of their potential long-term benefits for at-risk children. W. Stephen Barnett wrote in 1995 that some of the best of these programs did provide at-risk children with some long-term gains in academic achievement. But he also acknowledged that there were significant differences in effectiveness between the higher quality model programs and the more modestly funded large-scale public programs such as Head Start. Moreover, even though some of the higher quality service programs like the Perry Preschool helped disadvantaged students, their impact was not sufficiently large to close the academic achievement gap with middle-class students.

At the same time that public and political enthusiasm for Head Start is growing, there is a quiet, but important reconsideration of many of the initial mid-1960s assumptions behind that program. Some scholars suggest that children should start the program much earlier in order for it to have a larger and more lasting impact. Others, such as David Elkind, however, warn parents and policy makers that inappropriate early intellectual stimulation can have a negative impact and fear that we are "miseducating" our young.

When Head Start was created, the prevailing assumption among experts was that early childhood experiences were crucial in determining adult outcomes. Since then many scholars have abandoned the belief in the centrality of early childhood learning and have adopted a life course or life-span developmental perspective which argues that individuals can change significantly as they age. As a result, educational researchers such as Robert Slavin, who has developed the popular "Success for All" program at Johns Hopkins University, argues that intensive training in grades K-3 is just as important as participation in even the most effective early childhood education programs.

One of the greatest failures in the assessment of alternative approaches to helping disadvantaged students is the lack of attention to cost-benefit analyses of different strategies. The issue is not just whether Head Start or Even Start helps at-risk children but whether any particular intervention is more cost-effective than any other. Cost-benefit analyses are particularly important in the area of early childhood programs since high quality services, which appear to be essential for even modest success, are also very costly. Indeed, Barnett has estimated that in 1990 dollars, the Perry Preschool program would have cost more than $12,000 per recipient--about three times as much as Head Start.

Barnett asserts that this level of spending is appropriate, even though it could amount to five percent of the federal budget, because early childhood education is cost effective in the long-run. However, before we proceed on his recommendation, we should have additional verification of the effectiveness of the proposed programs as well as assurances that those federal monies cannot be more efficiently spent on other compensatory programs such as "Success for All" or special summer learning

BEST COPY AVAILABLE

programs for at-risk children. In other words, despite the recent increased popularity of Head Start with the public and policy makers, important conceptual and statistical questions about the relative cost-effectiveness of early childhood education intervention ought to be addressed and resolved before we proceed further.

III. Conclusion

While the rationale for educating children has shifted somewhat over time, Americans have always viewed education as fundamentally important for the well-being of each citizen, for the productivity of the economy, and for the survival of the Republic. There has been a significant shift, however, from a heavy dependance upon parental and private responsibility for that education to a greater reliance on public schools. Throughout the past 350 years, providing at least a rudimentary education for the poor was a major societal goal--partly because of fear of an uneducated and dependent electorate and partly because of genuine compassion for the less fortunate. Today, however, our society is committed to providing the same high quality of education to everyone regardless of their socio-economic or ethnic background.

Historically, support for K-12 schooling was mainly a state and local responsibility with the federal government playing a secondary role. But as part of President Johnson's "War on

Poverty," the federal government created several compensatory education programs for the poor such as Title I and Head Start. These educational programs symbolized the renewed commitment of American society to help the disadvantaged; but they were premised on an unrealistic expectation: that we could eradicate poverty almost entirely by means of a few uncoordinated, underfunded, untested, and largely ineffective new federal initiatives.

In the mid-1960s Title I and Head Start raised hopes that for the next generation poverty could be eliminated, but by all accounts these programs have failed to provide at-risk children with sufficient assistance to overcome their disadvantages and compete equally and successfully with their middle-class counterparts. Some of the individual Title I and Head Start programs, however, have provided at-risk children with better educations than they might have received otherwise. But it is appalling that having spent more than $150 billion on these compensatory educational services, we still do not know which practices and programs are particularly effective in helping at-risk children--especially those living in the high-poverty areas of inner-cities. The major problem is not the limited amount of federal money available for assisting disadvantaged students, but spending the existing monies wisely. Many educators and political leaders have labored diligently to expand funding for Title I and Head Start, but have not focused on finding out what specific educational compensatory interventions really have a significant and lasting positive impact.

There are several, inter-related explanations for the overall limited results from Title I, Head Start, and other early childhood education programs of the past three decades. Our initial expectations of them were unrealistically high and our understanding of the nature and persistence of disadvantages among the poor was too simplistic and naive. Too often well-meaning proponents of these programs understandably defended Title I and Head Start at all costs against hostile critics, but in the process were reluctant to admit that there are weaknesses and limitations in these programs.

Neither the Executive branch nor the Congress has done a good job of ascertaining exactly what types of compensatory education services and programs are most effective for helping at-risk children. While there have been some useful national assessments of the overall impact of Head Start and Title I, usually these evaluations have not even attempted to ascertain in a rigorous and systemic manner which components of their programs have been successful. And although there have been a few good in-depth assessments of individual model programs, especially in the area of early childhood education, the federal government has devoted far too little attention and too few funds to develop and test alternative ways of delivering educational services to disadvantaged children.

The failure of the federal government to provide more guidance in educational program development and assessment is rather surprising and very disappointing given its initial interest and efforts in this area. When the Johnson Administration created Title I and Head Start, it also established Regional Educational Laboratories and Research and Development Centers which were to produce precisely the type of large-scale program assessments that are needed. Moreover, the Nixon Administration created the National Institute of Education (NIE) to sponsor long-term research and development initiatives to perfect compensatory programs which could reduce educational and income inequalities in our society. Unfortunately, neither NIE, nor its successor, the Office of Educational Research and Improvement (OERI) produced much of the type and quality of research and development on specific educational practices and programs which now could be employed effectively by Title I and Head Start.

Most of the current research and development activities in OERI and the rest of the U.S. Department of Education do not include the systematic development and rigorous assessment of different models of compensatory education programs. The Department is beginning a valuable large-scale, individual-level analysis of the overall impact of the Title I program and standards-based school reform. However, this study will not systematically ascertain which educational practices or model programs are effective. Nor will that evaluation focus on the most disadvantaged students--those at-risk children who frequently move from one school to another.

There are at least four major reasons for this discouraging state of affairs. One is the limited funds available for educational research and development during the past three decades. The second is the misallocation of research and development funds to small, short-term projects that often have limited scientific validity and little practical usefulness. Third, the decreases in the number of distinguished researchers and evaluators in OERI and the Department of Education limits the ability of those agencies to design and monitor high quality research and development. And the fourth difficulty is the relatively low priority that has been assigned over the years by educators and policy makers to the development of effective educational programs to fight poverty. There has not been enough focus on the design and rigorous testing of compensatory education interventions to find out which are most effective with at-risk populations in different settings.

The inability and unwillingness of the federal government to develop and assess systematically different compensatory education programs invites the exploration of alternate strategies. For example, this might be an area in which private foundations could play an important constructive role. In the 1950s and 1960s some of the most useful and innovative research on compensatory education was funded by private foundations, and perhaps the same could be done today--either by themselves or better yet, in partnership with the federal government. Nevertheless, the U.S. Department of Education and OERI in particular should develop, test, and disseminate information about appropriate methods and models of instruction by hiring more distinguished researchers and by targeting their existing monies more efficiently and effectively.

Now may be a particularly opportune time to revisit the larger issue of the role of education in helping at-risk children--taking into consideration the recent changes in the socio-economic conditions, the new understandings we have gained during the past 30 years about the complex and more intransigent nature of poverty, and the current debates about welfare reform and assistance. While we all should applaud and reaffirm our commitment to providing equal educational and economic opportunities for everyone, we cannot pretend that the laudable goals of Title I and Head Start are being achieved. We need to reconsider broadly and constructively the proper federal role in compensatory education in order to try to devise better ways of helping those in need of additional assistance.

When existing federal educational programs, well-intentioned though they may be, are not as effective as they could or should be, the problem is not just wasted tax dollars, but wasted chances to help those most in need. We raise the expectations of those who have the least to look forward to and then dash their hopes by failing to really help them escape from their poverty. The overall experiences with Title I and Head Start also have been frustrating for the American public who have been willing to sacrifice for the achievement of the lofty goals of Title I and

Head Start, but now find that little real progress has been made. For many of the at-risk students who pass through these programs and who are *not significantly helped*, however, the results are more than just frustrating--they are precious opportunities lost forever.

Curriculum Vitae

Name: Maris A. Vinovskis

Address:

Department of History
University of Michigan
Ann Arbor, MI 48109-1003

313-647-2545
FAX: 313-663-9967
E-Mail: vinovski@umich.edu

Center for Political Studies
Institute for Social Research
University of Michigan
P.O. Box 1248
Ann Arbor, MI 48106

Birthdate and Place: January 1, 1943 in Riga, Latvia (immigrated to the U.S. in December 1949 from West Germany and became a naturalized U.S. citizen in 1961 in Omaha, Nebraska)

Education: Wesleyan University, B.A., 1965

Harvard University, A.M., 1966

Cornell Summer Program in Quantitative Methods and Models of the Social Sciences (sponsored by the Mathematics Social Science Board) 1967

Harvard University, Ph.D., 1975. Ph.D. Dissertation: "Demographic Change in America from the Revolution to the Civil War: An Analysis of the Socio-Economic Determinants of Fertility Differentials and Trends Massachusetts from 1765 to 1860"

Center for Advanced Study in the Behavioral Sciences Summer Program on Life-Span Development (sponsored by the Social Science Research Council), 1980

ICPSR Summer Program in Quantitative Methods, Workshops on Linear Models and on Log-linear Models, 1987

Employment:

A.M. and H.P. Bentley Professor of History, 1997--

Professor of History, University of Michigan, 1981--
[Chair, 1993-1996]; Asst. Prof., 1974-1977; Assoc. Prof., 1977-1981

Senior, Research Scientist, Center for Political Studies, Institute for Social Research, University of Michigan, 1981--; Faculty Assoc., 1974-1977; Assoc. Research Scientist, 1977-1981

Research Advisor to the Assistant Secretary of Education [Senior Executive Service], Office of Educational Research and Improvement, 1992-1993 (on leave from the University of Michigan)

Consultant: Office of Educational Research and Improvement, Department of Education, 1992, 1993-1995

Office of Family Planning Programs, Department of Health and Human Services, 1983-1985

Office of Adolescent Pregnancy Programs, Department of Health and Human Services, 1981-1983

Deputy Staff Director, U.S. House Select Committee on Population, Washington, D.C., September 1978-January 1979; Assistant Staff Director, Dec. 1977-Aug. 1978 (on leave from the University of Michigan)

Rockefeller Fellow in the History of the Family Project at Clark University and the American Antiquarian Society, 1973-1974 (on leave from the University of Wisconsin)

Research Fellow at the Center for Population Studies, Harvard University, 1973-1975

Assistant Professor of History, University of Wisconsin, 1972-1974

Member of the Center for Demography and Ecology at the University of Wisconsin, 1972-1974

Books:

Co-edited The Survival Equation: Man, Resources, and the Environment (Boston, Houghton Mifflin, 1971). (with Roger Revelle and Ashok Khosla)

Demographic History and the World Population Crisis (Worcester, Mass.: Clark University Press, 1976) [The Chester Bland-Dwight E. Lee Lectures in History, Clark University, 1974.]

Co-edited Family and Population in Nineteenth-Century America (Princeton: Princeton University Press, 1978) [A volume in the MSSB series in Quantitative Studies in History]. (with Tamara K. Hareven)

Edited Studies in American Historical Demography (New York: Academic Press, 1979).

BEST COPY AVAILABLE

Education and Social Change in Nineteenth-Century Massachusetts (Cambridge, England: Cambridge University Press, 1980). (with Carl F. Kaestle)

Co-edited The Law and Politics of Abortion (Lexington, Mass.: Lexington Books, 1980). (with Carl E. Schneider)

Fertility in Massachusetts from the Revolution to the Civil War (New York: Academic Press, 1981).

The Origins of Public High Schools: A Re-Examination of the Beverly High School Controversy (Madison, Wis.: University of Wisconsin Press, 1985).

Co-edited Michigan: Explorations in Its Social History (Ann Arbor, MI: Historical Society of Michigan, 1987). (with Francis X. Blouin, Jr.)

An "Epidemic" of Adolescent Pregnancy? Some Historical and Policy Perspectives (New York: Oxford University Press, 1988).

Edited Towards a Social History of the Civil War: Exploratory Essays on the North (Cambridge, England: Cambridge University Press, 1990).

Religion, Family, and the Life Course: Explorations in the Social History of Early America (Ann Arbor, MI: University of Michigan Press, 1992). (with Gerald F. Moran)

Co-edited Learning from the Past: What History Teaches Us About School Reform (Baltimore: Johns Hopkins University Press, 1995). (with Diane Ravitch)

Education, Society, and Economic Opportunity: A Historical Perspective on Persistent Problems (New Haven, CT: Yale University Press, 1995).

History and Policymaking: Exploring the Uses of History for Educational Policymaking (New Haven, CT: Yale University Press, forthcoming).

Articles and Essays:

"Horace Mann on the Economic Productivity of Education," New England Quarterly, XLIII, No. 4 (December 1970), 550-571.

"The 1789 Life Table of Edward Wigglesworth," Journal of Economic History, XXXI, No. 3 (September 1971), 570-590.

"Mortality Rates and Trends in Massachusetts before 1860," Journal of Economic History, XXXII, No. 1 (March 1972), 184-213.

"Trends in Massachusetts Education, 1826-1860," History of Education Quarterly, XII, No. 4 (Winter 1972), 501-529.

"Quantification, Urbanization, and the History of Education: An Analysis of the Determinants of School Attendance in New York State in 1845," Historical Methods Newsletter, VIII, No. 1 (December 1974), 1-9. (with Carl F. Kaestle)

"Determinants of Legislative Voting Behavior on Population Policy: An Analysis of the Massachusetts House of Representatives in 1970 and 1971," in *Population Policymaking in the American States: Issues and Processes*, eds., Elihu Bergman, et al. (Lexington, Mass.: D.C. Heath and Company, 1974), 239-255. (with R. Marshall Jones and Thomas New)

"Preferences for Municipal Services of Citizens and Political Leaders: Somerville, Massachusetts, 1971," in *Population Policymaking in the American States: Issues and Processes*, eds., Elihu Bergman, et al. (Lexington, Mass.: D.C. Heath and Co., 1974), 101-134. (with Richard D. Tabors)

"The Field of Early American History: A Methodological Critique," *The Family in Historical Perspective*, No. 7 (Winter 1974), 2-8.

"Marital Fertility, Ethnicity, and Occupation in Urban Families: An Analysis of South Boston and the South End in 1880," *Journal of Social History*, IX (March 1975), 69-93. (with Tamara K. Hareven)

"Angels Heads and Weeping Willows: Death in Early America," *Proceedings of the American Antiquarian Society*, LXXXVI (1976), 273-302.

"Socio-Economic Determinants of Interstate Fertility Differentials in the United States in 1850 and 1860," *Journal of Interdisciplinary History*, VI, No. 3 (Winter 1976), 374-396.

"The Female School Teacher in Antebellum America," *Journal of Social History*, X, No. 3 (Spring 1977), 332-345. (with Richard M. Bernard)

"From Household Size to the Life Course: Some Observations on Recent Trends in Family History," *American Behavioral Scientist*, XXI, No. 2 (November/December 1977), 263-287.

"A Ray of Millenial Light: Early Education and Social Reform in the Infant School Movement in Massachusetts, 1826-1840," in *Family and Kin in Urban Communities, 1700-1930*, ed. Tamara K. Hareven (New York: New Viewpoints, 1977), 62-99. (with Dean May)

"Childbearing in Five Essex County Towns in 1880," in *Family and Population in Nineteenth-Century America*, eds. Tamara K. Hareven and Maris A. Vinovskis (Princeton: Princeton University Press, 1978), 85-125. (with Tamara K. Hareven)

"From Fireside to Factory: School Entry and School Leaving in Nineteenth-Century Massachusetts," in *Transitions: The Family and the Life Course in Historical Perspective*, ed. Tamara K. Hareven (New York: Academic Press, 1978), 135-186. (with Carl F. Kaestle)

"Women's Work and the Life Course in Essex County, Massachusetts, 1880," in *Transitions: The Family and the Life Course in Historical Perspective*, ed. Tamara K. Hareven (New York: Academic Press, 1978), 187-216. (with Karen Mason and Tamara K. Hareven)

"A Multivariate Regression Analysis of Fertility Differentials Among Massachusetts Regions and Towns in 1860," in Historical Studies of Changing Fertility, ed. Charles Tilly (Princeton: Princeton University Press, 1978), 255-256.

"From Apron Strings to ABCs: Parents, Children, and Schooling in Nineteenth-Century Massachusetts," in Turning Points: Historical and Sociological Essays on the Family, eds. John Demos and Sarene Spence Boocock (Chicago: University of Chicago Press, 1978), 39-80. (with Carl F. Kaestle)

"Marriage Patterns in Mid-Nineteenth Century New York State: A Multivariate Analysis," Journal of Family History, III, No. 1 (Spring 1978), 51-61.

"Beyond Catherine Beecher: Female Education in the United States," Signs, III, No. 4 (Summer 1978), 856-869. (with Richard M. Bernard)

"The Jacobson Life Table of 1850: A Critical Re-Examination from a Massachusetts Perspective," Journal of Interdisciplinary History, VIII, No. 4 (Spring 1978), 703-724.

"Recent Trends in American Historical Demography: Some Methodological and Conceptual Considerations," Annual Review of Sociology, IV (1978), 603-627.

"The Invisible Lunatics: Old Age and Insanity in Mid-Nineteenth Century Massachusetts," in Aging and the Elderly: Humanistic Perspectives in Gerontology, eds. Stuart F. Spicker, et al. (Atlantic Highlands, N.J.: Humanities Press, 1978), 95-125. (with Barbara G. Rosenkrantz)

"Sustaining 'The Flickering Flames of Life': Accountability and Culpability for Death in Antebellum Asylums," in Health Care in America: Essays in Social History, eds., Susan Reverby and David Rosner (Philadelphia: Temple University Press, 1979), 154-182. (with Barbara G. Rosenkrantz)

"Caring for the Insane in Ante-Bellum Massachusetts: Family, Community, and State Participation," in Kin and Communities: Families in America, eds. Allan J. Lichtman and Joan R. Challinor (Washington, D.C.: Smithsonian Institution Press, 1979), 187-218. (with Barbara G. Rosenkrantz)

"Abortion and the Presidential Election of 1976: A Multivariate Analysis of Voting Behavior," Michigan Law Review, LXXVII, No. 7 (August 1979), 1750-1771.

"The Politics of Abortion in the House of Representatives in 1976," Michigan Law Review, LXXVII, No. 7 (August 1979), 1790-1827.

"Problems and Opportunities in the Use of Individual and Aggregate Level Census Data," in Historical Social Research: The Use of Historical and Process-Produced Data, eds., Jerome M. Clubb and Erwin K. Scheuch (Stuttgart, Germany: Klett-Cotta, 1980), 53-70.

"Are We Erasing Our Past? Research Problems and Opportunities with Machine-Readable College and University Records," in Archivists and Machine-Readable Records, eds. Carolyn L. Geda, Erik W. Austin and Francis X. Blouin, Jr. (Chicago: Society of American Archivists, 1980), 32-47.

"Abortion and the 1978 Congressional Elections," *Family Planning Perspectives*, XII, No. 5 (September/October 1980), 238-246. (with Michael W. Traugott)

"The Fertility Decline in the West as a Model for Developing Countries Today: The Case of Nineteenth-Century America," in *Fertility Decline in the Less-Developed Countries*, ed. Nick Eberstadt (New York: Praeger, 1981), 228-253.

"An 'Epidemic' of Adolescent Pregnancy? Some Historical Considerations," *Journal of Family History*, VI, No. 2 (Summer 1981), 205-230.

"Images of Elderly in Popular Literature: A Content Analysis of *Littell's Living Age*, 1845-1882," *Social Science History*, V, No. 2 (Spring 1981), 123-170. (with Jane Range)

"Kubler-Ross and the Five Stages of Dying: Some Methodological and Conceptual Reservations," *Proceedings of the World Conference on Records* (1981), Vol. 3, Series 328, 1-20.

"Aged Servants of the Lord: Changes in the Status and Treatment of Elderly Ministers in Colonial America," in *Aging from Birth to Death: Socio-Temporal Perspectives*, Vol. II, eds. Matilda W. Riley, Ronald P. Abeles, and Michael S. Teitelbaum. (Boulder, Colo.: Westview Press, 1982), 105-137.

"The Puritan Family and Religion: A Critical Reappraisal," *William and Mary Quarterly*, 3rd Series, XXXIX (January 1982), 29-63. (with Gerald F. Moran)

"Quantification and the Analysis of American Ante-Bellum Education," *Journal of Interdisciplinary History*, XIII, No. 4 (Spring 1983), 761-786.

"Community Studies in Urban Educational History: Some Methodological and Conceptual Observations," in *Schools in Cities Consensus and Conflicts in American Educations History*, eds. Ronald K. Goodenow and Diane Ravitch (New York: Holmes and Kreier, 1983), 287-304.

"Public Opinion, Elections, and the 'Single-Issue' Issue," in *The Abortion Dispute and The American System*, ed. Gilbert Y. Steiner. (Washington, D.C.: Brookings Institution, 1983), 64-81. (with John Jackson)

"Home, Hearth, and History: American Families in the Past," in *Ordinary People and Everyday Life: Perspectives on the New Social History*, eds. James B. Gardner and George Rollie Adams (Nashville, Tenn.: American Association for State and Local History, 1983), 115-138.

"Historical Perspectives on Rural Development and Human Fertility in Nineteenth-Century America," in *Rural Development and Human Fertility*, eds. Wayne A. Schutjer and C. Shannon Stokes (New York: Macmillan, 1984), 77-96.

"Training and Retraining in Quantitative Approaches to the Social Science," *Historical Methods*, XVII, No. 4 (Fall 1984), 255-264. (with Jerome M. Clubb)

"Young Fathers and Their Children: Some Historical and Policy Perspectives," in *Adolescent Fatherhood*, Arthur B. Elster and Michael E. Lamb, eds. (Hillsdale, NJ: Lawrence Erlbaum, 1986), 171-192.

"Adolescent Sexuality and Childbearing in Early America," in *School-Age Pregnancy and Parenthood: Biosocial Dimensions*, Jane B. Lancaster and Beatrix A. Hamburg, eds. (New York: Aldine, 1986), 303-322.

"The Great Care of Godly Parents: Early Childhood in Puritan New England," in *History and Research in Child Development*, eds. Alice B. Smuts and John W. Hagen, Monographs of the Society for Research in Child Development, Vol. 50, Nos. 4-5 (1986), 24-37. (with Gerald F. Moran)

"Teenage Pregnancy," *Social Science*, 71, No. 2/3 (Fall 1986), 158-164.

"The Changing Family," *LSA* (Spring 1987), 17-20.

"Should We Discourage Teenage Marriage?" *Public Interest*, 87 (Spring 1987), 23-37. (with P. Lindsay Chase-Lansdale)

"Historical Perspectives on The Development of The Family and Parent-Child Interactions," in *Parenting Across the Life Span: Biosocial Dimensions*, Jane B. Lancaster, Jeanne Altmann, Alice S. Rossi, and Lonnie Sherrod, eds. (New York: Aldine, 1987), 295-312.

"Family and Schooling in Colonial and Nineteenth-Century America," *Journal of Family History*, XII, Nos. 1-3 (1987), 19-37.

"Changing Perspectives on the American Family in the Past," *Annual Review of Sociology*, Vol. 13 (1987), 193-216. (with Susan M. Juster)

"The Historian and the Life Course: Reflections on Recent Approaches to the Study of American Family Life in the Past," in *Life-Span Development and Behavior*, eds. Paul B. Baltes, David L. Featherman, and Richard M. Lerner (Hillsdale, NJ: Erlbaum, 1988), 33-59.

"The Unraveling of the Family Wage Since World War II: Some Demographic, Economic, and Cultural Considerations," in *The Family Wage: Work, Gender, and Children in the Modern Economy*, ed. Bryce J. Christensen (Rockford, IL: Rockford Institute, 1988), 33-58.

"Historical Development of Age-Stratification in Schooling," *Teacher's College Record*, 90, No. 2 (Winter 1988), 211-236. (with David Angus and Jeffrey Mirel)

"Have We Underestimated the Extent of Ante-Bellum High School Attendance?" *History of Education Quarterly*, 28, No. 4 (Winter 1988), 551-567.

"Teenage Pregnancy and the Underclass," *Public Interest*, 93 (Fall 1988), 87-96.

"Rediscovering the Family in the Past," in *Family Systems and Life-Span Development*, eds. Kurt Kreppner and Richard M. Lerner (Hillsdale, NJ: Erlbaum, 1989), 381-394. (with Susan E. Harari)

"Stepping Down in Former Times: The View from Colonial and Nineteenth-Century America," in *Age Structuring in Comparative Perspective*, eds. David I. Kertzer and K. Warner Schaie (Hillsdale, NJ: Erlbaum, 1989), 215-225.

"Have Social Historians Lost the Civil War? Some Preliminary Demographic Speculations," *Journal of American History*, LXXVI, No. 1 (June 1989), 34-58.

"The Use and Misuse of Social Science Analysis in Federal Adolescent Pregnancy Policy," *Distinguished Lectures in the Social Sciences* (DeKalb, IL: Northern Illinois University, November 1989).

"American Institutions and the Study of Family Life in the Past," in *Institutions in American Society*, ed. John E. Jackson (Ann Arbor, MI: University of Michigan Press, 1990), 57-79.

"Death and Family Life in the Past," *Human Nature*, I, No. 2 (1990), 109-122.

"Adolescence in Nineteenth-Century America," in *Encyclopedia of Adolescence*, eds. Richard M. Lerner, Anne C. Petersen, and J. Brooks-Gunn (New York: Garland Publishing, 1991), II, 698-707. (with Susan M. Juster)

"Changing Approaches to the Study of Family Life in the Past," in *American Families: A Reference Guide and Historical Handbook*, eds. Joseph M. Hawes and Elizabeth I. Nybakken (Westport, Conn.: Greenwood Press, 1991), 15-32. (with Laura McCall)

"Schooling and Poor Children in 19th-Century America," *American Behavioral Scientist*, 35, No. 3 (January/February 1992), 313-331.

"History of Child Care in the United States Before 1950," in *Child Care in Context: Cross-Cultural Perspectives*, eds. Michael E. Lamb, Kathleen J. Sternberg, Carl-Philip Hwang, and Anders G. Broberg (Hillsdale, NJ: Lawrence Erlbaum, 1992), 185-206. (with Victoria Getis)

"Historical Perspectives on Adolescent Pregnancy," *Early Parenthood and Coming of Age in the 1990s*, eds. Margaret K. Rosenheim and Mark F. Testa (Rutgers, NJ: Rutgers University Press, 1992), 136-149.

"Immigrants and Schooling in the United States," *Immigrants in Two Democracies: French and American Experience*, eds. Donald Horowitz and Gerard Noiriel (New York: New York University Press, 1992), 127-147.

"Impact of the Civil War on American Widowhood," in *The Changing American Family: Sociological and Demographic Perspectives*, eds. Scott J. South and E. Stewart Tolnay (Boulder, CO: Westview Press, 1992), pp. 63-85. (with Amy Holmes)

"Adolescent Pregnancy and Child Support," in *Children at Risk in America: History, Concepts, and Public Policy*, ed. Roberta Wollons (Albany, NY: State University of New York Press, 1993), pp. 202-229. (with Lindsay Chase-Lansdale)

"Adolescent Sexuality, Pregnancy, and Childbearing in the Past," in *The Politics of Pregnancy: Adolescent Sexuality and Public Policy*, eds. Annette Lawson and Deborah Rhode (New Haven, CT: Yale University Press, 1993), pp. 23-45. (with Susan Harari)

BEST COPY AVAILABLE

"An Historical Perspective on Support for Schooling by Different Age Cohorts," in *The Changing Contract Across Generations*, eds. Andrew Achenbaum and Vern Bengtson (New York: Aldine, 1993), pp. 45-65.

"Early Childhood Education: Then and Now," *Daedalus*, CXXII, No. 1 (Winter 1993), 151-176.

"Death," in *Encyclopedia of American Social History*, eds. Mary K. Cayton, Elliott J. Gorn, and Peter W. Williams, III (New York: Charles Scribner's Sons, 1993), pp. 2063-2070.

"The Elderly and the Almshouses: Some Further Reflections," in *Social Impact on Aging: Historical Perspectives*, eds. W. Andrew Achenbaum and K. Warner Schaie (New York: Springer, 1993), pp. 114-122.

"Historical Perspectives on Parental Investment and Childbearing," *Human Nature*, 4, No. 4 (1993), 329-336.

"Education and the Economic Transformation of Nineteenth-Century America," in *Age and Structural Lag: Society's Failure to Provide Meaningful Opportunities in Work, Family, and Leisure*, eds. Matilda White Riley, Robert L. Kahn, and Anne Foner (New York: John Wiley & Sons, 1994), pp. 171-196.

"Troubled Youth: An Analysis of Children at Risk in Early Modern England and Colonial and Nineteenth-Century America," in *Adolescent Problem Behaviors: Issues and Research*, eds. Robert D. Ketterlinus and Michael E. Lamb (Hillsdale, N.J.: Lawrence Erlbaum, 1994), pp. 1-16. (with Gerald F. Moran)

"School Readiness and Early Childhood Education: Some Historical Perspectives," in *Learning from the Past: What History Teaches Us About School Reform*, eds. Diane Ravitch and Maris A. Vinovskis (Baltimore: Johns Hopkins University Press, 1995), pp. 243-264.

"Whose Responsibility? An Historical Analysis of the Changing Roles of Mothers, Fathers, and Society in Assuming Responsibility for U.S. Children," in *Escape from Poverty: What Makes a Difference for Children?*, eds. P. Lindsay Chase-Lansdale and Jeanne Brooks-Gunn (New York: Cambridge University Press, 1995), pp. 11-37. (with Lindsay Chase-Lansdale)

"Changing Perceptions and Treatment of Young Children in the United States," in *Images of Childhood*, eds. C. Philip Hwang, Michael E. Lamb, and Irving Sigel (Hillsdale, NJ: Lawrence Erlbaum, 1996), pp. 99-112.

"An Analysis of the Concept and Uses of Systemic Educational Reform," *American Educational Research Journal*, 33, No. 1 (Spring 1996), 53-85.

"The Changing Role of the Federal Government in Educational Research and Statistics," *History of Education Quarterly*, 36, No. 2 (Summer 1996), 111-128.

"Explorations in Early American Education," *History of Education Quarterly*, 37, No. 2 (Summer 1997), 111-116.

"Parenting in Historical Perspective," Contemporary Parenting: Challenges and Issues, ed. Terry Arendell (Beverly, CA: Sage Publications, 1997), pp. 45-67. (with Stephen Frank)

"Education and Literacy in Eighteenth-Century North America," Essays on Eighteenth-Century America, ed. William G. Shade (forthcoming). (with Gerald F. Moran)

Reports and Hearings:

Task Force Director for drafting U.S., Congress, House Select Committee on Population, Report on Fertility and Contraception in the United States, 95th Congress, 2nd Session (December 1978), 128 pp.

Task Force Director for hearings of U.S., Congress, House Select Committee on Population, Hearings on Fertility and Contraception in the United States, 95th Congress, 2nd Session (February-June 1978), 3 volumes.

Assisted in supervising and editing of five more reports and eight additional volumes and hearings of the U.S. House Select Committee on Population, 1978.

"Evaluation of the Activities of the Alan Guttmacher Institute for the Ford Foundation" (June 1980), 70 pp.

"The Report of the Washington Area Second Team on Future Inadvertent Human Intrusion into the WIPP Repository" in Expert Judgment on Inadvertent Human Intrusion Into the Waste Isolation Pilot Plant, eds. Stephen C. Hora, Detlof von Winterfeldt, and Kathleen M. Trauth (Albuquerque, NM: Sandia National Laboratories, 1991), F1-F30. (with Theodore Glickman, Norman Rosenberg, and Max Singer).

"Surveys of Academic Freedom Among Faculty, Students, and the Public: A Review of the Literature and Suggestions for Future Research" (September 1991) [for Office of Educational Research and Improvement, Department of Education].

"Analysis of the Quality of Research and Development at the OERI Research and Development Centers and at the OERI Regional Educational Laboratories" (June 1993) [for Office of Educational Research and Improvement, Department of Education].

"A Life Course Framework for Analyzing Educational Research Projects" (July 1995) [for Office of Educational Research and Improvement, Department of Education]

"Changing Views of the Federal Role in Educational Statistics and Research" (October 1995) [for Office of Educational Research and Improvement, Department of Education]

"The Development and Effectiveness of Federal Compensatory Education Programs: A Brief Historical Analysis of Title I and Head Start" (March 1997) [for the National Commission on Philanthropy and Civic Renewal]

"An Analysis of the Proposed Phase Three Standards for the Conduct and Evaluation of OERI Activities" (March 1997) [for Office of Educational Research and Improvement, Department of Education]

Review Essays:

"American Historical Demography: A Review Essay," Historical Methods Newsletter, IV, No. 4 (September 1971), 141-148.

Review essay of Peter Knight's The Plain People of Boston, 1830-1860 in Journal of Interdisciplinary History, III, No. 4 (Spring 1973), 781-786.

Review essay of Bernard Farber's Guardians of Virtue: Salem Families in 1800 in The Family in Historical Perspective, No. 3 (Spring 1973), 2-5.

"From Springfield to Omaha," Reviews in American History, I, No. 3 (September 1973), 330-335.

"The Demography of the Slave Population in Antebellum America: A Critique of Time on the Cross," Journal of Interdisciplinary History, V, No. 3 (Winter 1975), 459-467.

"Estimating the Wealth of Americans on the Eve of the Revolution," Journal of Economic History, XLI, No. 2 (June 1981), 415-420.

"Cops and Corpses: New Approaches to the Study of Police and Crime in Nineteenth-Century America," Historical Methods, XVI, No. 1 (Winter 1983), 36-40.

"Searching for Classes in Urban North America," Journal of Urban History, XI, No. 3 (May 1985), 353-360.

"Responses to Comments of Michael Katz and Edward Stevens on the Origins of Public High Schools," History of Education Quarterly, 27, No. 2 (Summer 1987), 250-258.

"Hasty Marriages or Hasty Conclusions," Public Interest, 90 (Winter 1988), 128-132. (with Lindsay Chase-Lansdale)

"Discussion of Recent Ph.D.s in American Economic History," Journal of Economic History, XLVIII, No. 2 (June 1988), 424-427.

"The Darker Side of Educational Progress," Reviews in American History, XVI, No. 2 (June 1988), 255-259.

"Stalking the Elusive Middle Class in Nineteenth Century America," Comparative Studies in Society and History, XXXIII, No. 3 (July 1991),

Short Book Reviews:

American Historical Review, 1986, 1987, 1988, 1989
American Journal of Education, 1989
Annals of American Academy of Political and Social Science, 1989
Business History Review, 1982

Comparative Studies in Society and History, 1977
Contemporary Sociology, 1984
Hastings Center Report, 1981
History of Education, 1992
History of Education Quarterly, 1986, 1989, 1994
ISIS, 1987
Journal of American History, 1973, 1977, 1979, 1982, 1986, 1996
Journal of Contemporary Sociology, 1984
Journal of Economic History, 1970, 1986, 1991
Journal of Interdisciplinary History, 1974, 1988, 1989, 1991, 1996
Journal of Social History, 1982
Journal of Southern History, 1983
Michigan Academician, 1978
Science, 1980
Socio-Economic Studies, 1981
William and Mary Law Review, 1969

Awards, Fellowships, Professional Presentations:

Awards:

Graduated with Honors, Cum Laude, and Phi Beta Kappa from Wesleyan University

Dutcher Prize from Wesleyan University (excellence in history), 1965

William Day Leonard Award from Wesleyan University (all-around achievement), 1965

Elected member of the National Academy of Education, 1996

Fellowships:

National Merit Scholarship to Wesleyan University, 1961-1965

Danforth Fellowship to Harvard University, 1965-1969

Fellowship to Cornell University Summer Program, 1967

Fellowship from Rockefeller Foundation ($10,000), 1973-1974

Fellowship from Social Science Research Council for Life-Span Summer Program ($2,750), 1980

Guggenheim Foundation for project on "Death and Dying in Civil War America" ($13,000), 1981-1982

Fellowship offer from the Center for Advanced Study in the Behavioral Sciences, Stanford University, 1987-1988 (postponed)

Professional Presentations:

Presented 142 papers, lectures, or seminars at professional meetings, other colleges and universities, or before public groups.

Commented on 28 professional papers.

Chaired 14 scholarly sessions.

Presented material 26 times as member of panel.

Grants:

Research grants from Cambridge Project, Danforth Foundation, Harvard University History Department, Harvard Center for Population Studies, Milton Fund, and National Science Foundation, 1968-1972 ($11,450)

Grant from U.S. Office of Education Research for project on Infant Education with Dean May ($1,250), 1971-1973

Grant from Spencer Foundation ($2,100), 1973

Grant from NIH for project on "Diagnosis and Treatment of Asylum Inmates from 1818-1860" with Barbara Rosenkrantz ($150,000), 1974-1977

Grant from Rackham School of Graduate Studies, University of Michigan, for study of "The Development and Functioning of Academic Departments" ($3,540), 1975-1976

Grant from the Rockefeller Foundation for project on "Voting Behavior in the 94th Congress on Population Policy" ($6,550), 1977-1978

Grant from NIE for project on "The Politics of Educational Reform in Nineteenth-Century Massachusetts: The Controversy over the Beverly High School in 1960" ($12,831), 1979

Grant from the Ford Foundation for project on "The Politics of Abortion in the U.S. Congress and the Nation, 1973-1980" ($32,080), 1980-1981

Grant from NIA for project on "The Development of Retirement in Early America: An Analysis of Congregational and Presbyterian Ministers in New Hampshire from 1630 to 1875" ($14,229), 1980-1981

Grant from Rackham School of Graduate Studies, University of Michigan, for study of "Death and Dying in Civil War America" ($5,983), 1981-1982

Grant from Spencer Foundation for Analysis of Education in Newburyport, Massachusetts in 1860 ($5,000), 1983

Grant from Sloan Foundation for Conference on "New Directions for Demographic History" with Charles Tilly and Olivier Zunz ($9,900), 1986

Grant from NEH Summer Seminar Program for College Teachers ($71,133), 1987

Grant from Spencer Foundation for "Determinants of High School Attendance in Antebellum America" ($7,500), 1987-1988

Grant from Sloan Foundation for Summer Program in "Quantitative Methods and Reasoning for Historians" with Jerome Clubb ($64,110), 1987-1989

Grant from American Institutions Program ($7,500) for research, 1988-1990

Grant from University of Michigan ($7,500) for research, 1988-1990

Grant from NEH Summer Seminar Program for College Teachers ($92,568), 1990

Grant from Spencer Foundation for "The Crisis in Moral Education in Antebellum Massachusetts" ($7,500), 1991-1992

Grant from Spencer Foundation for "Congressional Oversight of Federal Research and Development Centers and Regional Educational Laboratories" ($10,500), 1994-1996

Grant from University of Michigan for "Congressional Oversight of the Title I Program" ($2,000), 1997

Professional Activities:

Member of the Board of Editors:
- American Quarterly, 1977-1980
- Historical Methods Newsletter, 1972-1979
- History of Education Quarterly, 1991-1994
- History of the Family: An International Quarterly, 1996--
- Human Nature, 1989--
- Journal of Family History, 1976-1995

Social Science History Association:
- Publications Committee, 1976-1978, 1992-1995 (chair, 1994-1995)
- Program Committee, 1977, 1980
- Elected to Executive Committee, 1984-1987
- Committee on Education, 1988-1990

Social Science Research Council:
- Advisory Group on Child and Family Indicators of the Social Indicators Program, 1979-1981
- Committee on Biosocial Life-Span Approaches to Parenting and Offspring Development, 1983-1991
- Committee on Interdisciplinary Affairs, 1989-1991

History of Education Society:
- Committee to evaluate History of Education Quarterly, 1980
- Elected to Board of Directors, 1987-1989
- Committee to Select Best Book, 1989-1990 (chair)
- Organized Annual Program at Chapel Hill, NC, November 1994
- Elected President, 1994-1995
- Nominating Committee, 1996 (chair)

Organization of American Historians:
- Committee on Bibliography and Research, 1974-1977
- Merle Curti Award Committee for Best Book in American Social History, 1982-1983

National Endowment for the Humanities:
- Reviewed summer research grants, February 1982
- Panel on American History Fellowships, July 1996, July 1997
- Reviewer of project to computerize Massachusetts Valuation Lists of 1771, 1975-1976

Society for Research on Child Development:
- Program Committee, 1983, 1985
- Committee on Child Development and Social Policy, 1983-1989 (acting chair, 1988)
- Instructor, The Adolescent Family Life Program Workshop, Cornell University, June 1984

Daedalus:
- Planning Committee for special issue on late adolescence and early adulthood, 1987
- Planning Committee for special issue on children ages 3-11, 1991

Economic History Association:
- Committee on Research in Economic History, 1984-1985 (chair)
- Committee on Best Dissertations, 1987

Society for Research on Adolescence:
- Social Policy Committee, 1989-1997
- Committee to Select Best Book on Children and Public Policy, 1989-1992
- Committee on Interdisciplinary Initiatives, 1997--

Advisory Board Member:
- Data Archiving Information on Aging, joint project of Institute on Gerontology and ISR, 1978-1984
- Data Archive on Adolescent Pregnancy and Pregnancy Prevention, 1983-1986
- University of Wisconsin Press series on Life Course Development, 1985--
- Advisory Board for the American National Biography, 1987-1997
- Institute for American Values, 1988--
- Encyclopedia of Adolescence, 1987-1990
- Center for Family Studies, University of Delaware, 1989--
- University of Michigan Board for the Frederick D. Patterson Research Institute of the United Negro College Fund, 1997--

Guest Editor:
- Michigan Law Review, August 1979
- History of Education Quarterly, Summer 1997

Helped organize workshop on Essex County [Mass.] History, June 1970

Chairman of committee to organize a conference on Essex County History, Salem, June 1971

Co-organizer with Tamara Hareven of conference on "The Family in the Process of Urbanization" which was sponsored by the MSSB, Williamstown, Mass., July 1974

Testified on "Historical Perspectives on Abortion" at the hearings of Michigan Senate Committee on Health and Social Services, June 1979

Taped half-hour TV interview with Harold Johnson of the University of Michigan Institute of Gerontology on "The Demography of Aging," August 1979

Assisted in drafting staff working paper on legislative expenditures for the U.S. House of Representatives Select Committee on Committees, August 1979

Chairman of the committee to select best articles from the Journal of Social History, 1979-1980

Consultant to the Ford Foundation to evaluate the activities of the Alan Guttmacher Institute, 1980

Consultant to Center for Population and Family Health, Columbia University, on program for "Preventing Adolescent Pregnancy: The Role of the Family," 1981

Consultant to the National Archives and Records Service on disposition of FBI records, March 1981

Interviewed on the "Politics of Abortion," for CBS Sunday Morning News, June 1981

Member of Panel to Select the Bancroft Prizes for 1986

Member of National Academy of Sciences Panel on The Problem of Teenage Pregnancy, 1984-1986

Member, AHA Committee on Quantitative History, 1984-1986; chairman, 1986

Project Coordinator, Quantitative Research in History: Historical Demography of the Nineteenth and Twentieth Centuries, U.S.-U.S.S.R. Exchange, 1985-1990

Discussed adolescent pregnancy on television NBC Today Show, April 1987; WXYZ (Detroit), August 1987; WBZ TV (Boston), November 1987

Discussed adolescent pregnancy on radio talk show, KING 1090, April 1987; WXYT 1270, October 1987; WFAD, January 1988

Member of Committee to Select Director of the Gerald R. Ford Presidential Library, 1988

Member of American Antiquarian Society Committee on Education, 1988-1991

Consultant to Sandia Laboratories on the WIPP nuclear waste disposal site in New Mexico, 1990-1992

Appointed by the State Superintendent of Education as a member of the Michigan Task Force to revise the social studies curriculum and to develop new assessment procedures, 1993-1997

Panel member to evaluate the work of the National English Standards Project, 1994

Panel member to evaluate the National History Standards, Council on Basic Education, 1995

Member of Independent Review Panel for Title I/ESEA, U.S. Department of Education, 1995-1998 (Chair of Subcommittee on Program Results, 1997--)

Selected to comment on NAEP History results, U.S. Department of Education, Washington, DC, November 1995

Discussed NAEP History results on radio station, VOICE OF AMERICA, November 1995

Discussed Oliver Stone's movie, NIXON, on radio station KPIX, San Francisco, December 1995

Panel member to evaluate state education plans for Iowa and Kentucky for the U.S. Department of Education, June 1996

Discussed school reforms on BBC Radio, with Education Week, and the Los Angeles Times, 1997

Member of Expert Work Group for the National Evaluation of the Even Start Family Literacy Program, 1997-1998

Member of Panel on "Envisioning an Educational Research, Development and Dissemination System," National Educational Research Policy and Priorities Board, U.S. Department of Education, March 1997

Committee on Education and the Workforce

Witness Disclosure Requirement – "Truth in Testimony"
Required by House Rule XI, Clause 2(g)

Your Name: Maris A. Vinovskis		
1. Are you testifying on behalf of a Federal, State, or Local Governmental entity?	Yes	No x
2. Are you testifying on behalf of an entity other than a Government entity?	Yes	No x
3. Please list any federal grants or contracts (including subgrants or subcontracts) which you have received since October 1, 1994: Consultant to Office of Educational Research and Improvement (OERI), 1993-1995 Purchase order order for $2500 from OERI to do critique of Phase III standards, 1997		
4. Other than yourself, please list what entity or entities you are representing: None		
5. If your answer to question number 2 is yes, please list any offices or elected positions held or briefly describe your representational capacity with the entities disclosed in question number 4:		
6. If your answer to question number 2 is yes, do any of the entities disclosed in question number 4 have parent organizations, subsidiaries, or partnerships to the entities for whom you are not representing?	Yes	No
7. If the answer to question number 2 is yes, please list any federal grants or contracts (including subgrants or subcontracts) which were received by the entities listed under question 4 since October 1, 1994, including the source and amount of each grant or contract:		

Signature: Maris A. Vinovskis Date: 7/19/97

Please attach this sheet to your written testimony.

BEST COPY AVAILABLE

PERSONAL INFORMATION: Please provide the committee with a copy of your resume (or a curriculum vitae) or just answer the following questions:

a. Please list any employment, occupation, or work related experiences, and education or training which relate to your qualifications to testify on or knowledge of the subject matter of the hearing:

Was Research Advisor to OERI from 1992-1993 as well as consultant to that office from 1993-1995. Am member of the Independent Review Panel in the Department of Education which oversees Title I evaluation.

Have written about educational reform and early childhood education in particular on some of these issues (see attached resume).

b. Please provide any other information you wish to convey to the Committee which might aid the members of the Committee to understand better the context of your testimony:

Please attach to your written testimony.

Appendix E- Written Statement of Dr. Herbert Walberg, University of Illinois, Chicago, Illinois

Statement of Herbert J. Walberg
Research Professor of Education and Psychology
University of Illinois at Chicago
1040 West Harrison Street
Chicago, IL 60607

Committee on Education and the Workforce
U.S. House of Representatives Hearing on Literacy:
A Review of Current Federal Programs
July 31, 1997 at 10:00 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

A growing crisis of literacy and learning lies before us. Congress could best help by undoing educationally harmful categorical programs. These include Title I, the $7 billion per year program for poor and low achieving students for which taxpayers paid more than $100 billion over the past 25 years. They also include special and bilingual education for psychologically handicapped and limited-English-proficient students. Study after study has shown that on average these programs do not help students' learning or literacy. They have even harmed some children for whom they are intended. They created, moreover, an expansive bureaucracy and hosts of special pleaders at the federal, state, and local levels who raise costs and diminish the general effectiveness of American schools.

The U.S. Department of Education left unfulfilled its duty to inform the public and Congress of the true state of schools in respect to their most important purpose—learning. We must turn to recent reports of the developed world's premier statistical agency—the Organization for Economic Cooperation and Development. These reports reveal that during the school years, U.S. students make the least progress in the essential literacy skill of reading as well as in mathematics and science achievement. Yet, with the exception of Switzerland, the U.S. spent more per elementary and secondary student than any other OECD country. Thus, the world's most productive country has the least productive schools. Why?

A dozen years after National Commission for Excellence in Education, which first pointed it out to the public, the U.S. still has the shortest school year in the industrialized world. Our schools, moreover, lack standards of learning and clear lines of responsibility for their attainment. They require little of their students and employ ineffective teaching methods.

Federal categorical programs contribute to these productivity problems and create others. The programs are strongly influenced by teacher unions and other education lobbying groups to advance their interests rather than those of students, taxpayers, and the nation. They create red tape and huge bureaucracies that make U.S. administrative costs twice the average of other OECD countries. They obfuscate accountability for learning results. Imperious, detailed rules and regulations make it difficult for state and local educational authorities to bring about constructive changes. They distract educators from their clients—students, both categorical and non-categorical.

Categorical programs also require inefficient educational methods such as "transitional bilingual education." This means teaching students in their native language, which denies them the very experience they most need, practice in English. Such programs, moreover, have perverse incentives that make them grow in size, cost, and ineffectiveness. The more students classified as "limited-English-proficient," the more categorical money flows to a school. The same is true for "special education" students, most of whom are spuriously classified as psychologically handicapped (such as "learning disabled" or "mildly mentally retarded"). Since the federal funds pay for teaching and administrative posts, it is like paying doctors to keep their patients sick. Bilingual and special education categorical programs thus create conflicts of interests between educators' jobs and their students' success.

Much research shows that federal special education classifications are scientifically unreliable. They stigmatize students and segregate them from others. Placing students in special and bilingual programs gives them an excuse not to learn, and they rarely escape. Though such programs can cost two or three times that of regular education, their students are often worse off.

Categorical program regulations, moreover, assume that the federal government knows better than citizens and state and local educators about their preferences, their students' needs and which educational methods work best. Yet, a quarter century of research revealing failure of categorical programs shows these are false assumptions. What is to be done?

The best course would be to end the categorical programs altogether. Research shows that during their long history, they seldom worked. They clearly have done considerable harm at great public expense, and they violate the American heritage of state and local control of schools. Allowing states and communities to design and run their own programs would best suit local preferences and make them less subject to special interests. Proposals for locally raised funds for such programs would undergo

BEST COPY AVAILABLE

grass-roots scrutiny (unlike federal monies that some think come from everyone else's pockets). Making termination unlikely, however, are the teacher unions and other education lobbying groups. They are among the largest, richest, and most sophisticated in the U.S.

One possible course would treat federal categorical monies as general education subsidies. Since local people best know local conditions and preferences, federal per-capita block grants might be given to states for distribution. Like welfare reform, this would avoid bureaucracy caused by federal regulations and allow states and localities to experiment, evaluate various approaches, and to learn from one another.

The Congress, however, might best lead the nation in solving the school productivity problem by decentralizing decision making—not to an unproductive education establishment—but to citizens. Indeed, the biggest problem with the categorical programs is that they subsidize the status quo and the interests of providers rather than customers—parents and students. Free markets, on the other hand, provide the greatest amount of innovation, efficiency, and consumer satisfaction the world has known. They are precisely what our schools require. A growing number of studies show that competition and choice benefit educational consumers. Increasingly favorable to the idea are citizens, especially poor parents in big cities whose children are most often ill served by categorical programs.

The hope has been that the benefits of federal funds would trickle down through administrative hierarchies and providers to benefit their customers. Consider, for example, the Chapter 1/Title I program for poor children. The most direct way to remedy their educational disadvantage is to give money—not to bureaucrats and special interests—but to families in the form of grants or vouchers. With these, they could purchase educational services from a variety public schools and private providers.

This would have an immediate "consumer sovereignty" effect of putting the customer rather than the producer in charge. It would provide incentives and rewards for success now missing from federal programs and public schools since educators would have to compete for students. Instead of being pulled out of their regular classes for categorical services during the day, deserving students would have the benefit of regular classes plus supplementary evening, Saturday, and summer programs unburdened by the usual inefficiency of public schools and special interests.

Such redesigned categorical programs would allow their parents to make their own choices among competing providers. Aside from ensuring safety and civil rights protections, regulations could be minimal. Program funds could be free of the rules that suffocate many public schools; money could be concentrated less on administrative overhead and more on learning. Markets would compensate educational service providers according to their capacity to attract and maintain student enrollments decided by parents.

Given the learning crisis, my hope is that Congress will neither continue nor modify categorical programs but undo them. Short of this, Congress might best leave control of such programs to state and local school boards—better yet to parents.

Note: This testimony summarizes a 47-page paper commissioned by the Brookings Institution and shared with Committee staff.

Short Bio

Herbert Walberg is Research Professor of Education and Psychology at the University of Illinois at Chicago. Awarded a Ph.D. from the University of Chicago and formerly Assistant Professor at Harvard University, he has edited more than 50 books and written about 325 articles on such topics as educational productivity and exceptional human accomplishments. A fellow of four academic organizations, Walberg won a number of awards for his scholarship and is one of eight U.S. members of the International Academy of Education. In his research, Walberg employs experiments and analyses of large national and international data sets to discover factors in homes, schools, and communities that promote learning and other human accomplishments. He carries out comparative research in more than a dozen countries, and served as chair of the scientific advisory group for the Paris-based Organization for Economic Cooperation and Development project on international educational indicators.

Walberg served as a founding member and chairman of the Design and Analysis Committee of the National Assessment Governing Board, referred to as "the national school board" given its mission to set education standards for U.S. students. Walberg presently serves on the boards of two public charter schools in Chicago. He is chairman of the board of directors of the Heartland Institute (tel.: 847-202-3060), which provides policy analysis on education, environment, health, and other topics for legislators, news people, and others through books, the magazine Intellectual Ammunition, newsletters on special topics, CD-ROMs, PolicyFax, and the Internet (www.heartland.org). Details of his career appear is Who's Who in America and Who's Who in the World.

Appendix F- Written Statement of Dr. Joseph Johnson, Jr., Collaborative for School Improvement, Charles A. Dana Center, University of Texas, Austin, Texas

STATEMENT OF JOSEPH F. JOHNSON, JR., PH.D.

DIRECTOR, COLLABORATIVE FOR SCHOOL IMPROVEMENT
CHARLES A. DANA CENTER
UNIVERSITY OF TEXAS AT AUSTIN
2901 NORTH IH-35, SUITE 2.200
AUSTIN, TEXAS 78722-2348

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: A REVIEW OF CURRENT FEDERAL PROGRAMS
July 31, 1997 at 10:00 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Any thorough examination of student achievement data will reveal that Texas schools are improving dramatically. Since 1993, the percentage of African American, Hispanic, and economically disadvantaged students who pass all sections of the Texas Assessment of Academic Skills has almost doubled (See Appendix 1). The scaled scores of African American, Hispanic, and economically disadvantaged students in Texas on the latest National Assessment of Educational Progress (NAEP) are now among the highest in the nation for those populations of students. Although there is still substantial room for improvement, Texas is proving to itself and to the rest of the nation that public schools can become places where all students achieve challenging standards of academic excellence, regardless of race, ethnicity, socio-economic status, or language background.

There are many factors that have contributed to the improvements in Texas schools, including first and foremost the hard work and dedication of thousands of teachers and the strong, creative leadership of hundreds of principals and superintendents. In addition to these factors, one critical contribution has been the use of federal education resources in ways that support state and local reform efforts. As Congress reviews federal education programs, it might wish to consider the ways in which federal resources have helped improve the quality of educational results in Texas schools, while honoring the right and responsibility of local educators and citizens to control their own schools. In particular, two themes of current federal education legislation have been powerful in supporting Texas reform: 1) a strong focus on state and local goals for the academic achievement of all students; and 2) flexibility in the use of resources coupled with accountability for academic results.

Strong Focus on State and Local Goals

One of the strongest contributions to the recent improvements in Texas schools has been the development and implementation of a challenging state assessment system: the Texas Assessment of Academic Skills. No longer are Texas schools looking to meet bare-minimum, low-level academic expectations. Instead, the new assessment has caused educators to focus on helping students acquire the complex reading, writing, and mathematical skills that life in the 21st century will demand. Resources from the Goals 2000: Educate America Act and the National Science Foundation's Statewide Systemic Initiative for Mathematics and Science have helped the state revise and improve the content standards upon which the assessment is based. Federal funds have facilitated a process in which thousands of teachers, parents, business leaders, and community agencies have come together to define Texas' expectations for the academic achievement of all Texas students.

Furthermore, instead of detracting from the focus of state reforms, Elementary and Secondary Education Act resources like Title I (formerly Chapter 1) and Title II (the Eisenhower Professional Development Program) are helping educators pursue state reforms in ways that benefit all populations of students. In Texas, educators are learning that Title I is no longer a special program: it is instead a resource for helping make sure that every student achieves the state's academic standards. Over 2,500 schools in Texas are taking advantage of the opportunity to create Schoolwide Programs that focus Title I resources on whole school improvements. These schools no longer need to spend inordinate amounts of time worrying about complying with complex federal rules. Instead, they have the opportunity to devote their energy to the important task of improving student achievement. They no longer need to spend valuable professional time on issues such as "who is eligible to use the computer" or "which students can work with the aide." Instead, they can focus on creating high quality schools that help every student meet state and local standards for academic excellence.

Similarly, other federal education programs are playing an important role in helping schools focus on state and local reform efforts. Title VII Bilingual Education Grants are helping school districts in Texas ensure that all children, including those who may not come to school speaking English, will achieve the same high standards of academic achievement expected of all other children in Texas. McKinney Homeless Assistance Act funds are helping both large and small districts in Texas as they work to make sure that the trauma of homelessness does not prevent students from attaining Texas standards for academic achievement. These federal resources, like many others, are tools that assist educators in Texas as they focus on state and locally-defined goals in a way that addresses every student.

Flexibility with Accountability

One of the reasons Texas has been able to use federal education resources in a way that supports state and local reforms is due to the substantial flexibility provided in legislation and promoted by the U.S. Department of Education. There once was a time when Texas Education Agency staff spent considerable time telling school district personnel what could not done with federal resources. In recent years, however, state staff have focused much more on listening to what local educators were wanting to achieve, and then using their knowledge of legislation and regulations to support schools in using federal resources to respond to critical student needs.

Texas is one of the states that participates in the Ed Flex Demonstration Program. Texas has aggressively pursued the use of this opportunity in a way that makes it clear that bureaucracy will not be an excuse for low student achievement. Texas educators are being challenged to identify the federal requirements that impede their efforts to improve achievement. As those requirements are identified, hundreds of waivers have been approved with the condition that the school or school district must demonstrate after a reasonable period of time that the waiver has resulted in improved academic achievement.

A New Way to Support Texas Reform

As Congress considers ways to improve the federal support of schools, it is essential that Congress continue to provide federal resources that align with state and local reform efforts. It is important that federal legislation encourage states and school districts to define or adopt challenging academic standards that reflect their local needs and strengths, and then assist schools in helping all students attain those standards. It is important that federal education resources continue to emphasize flexibility in the processes schools are asked to pursue, while insisting upon accountability for the results those programs are expected to achieve.

Research on highly successful Texas schools suggests another way that Congress can add to the power of state and local reform efforts. In 1995-96, the Charles A. Dana Center conducted a study of 26 schools in Texas. These schools had high concentrations of students living in poverty and the schools were all Title I schoolwide programs. However, unlike schools with similar demographics, these were among the highest achieving schools in Texas. Although these schools faced all of the challenges associated with poverty, they achieved results that compared favorably with some of the most affluent schools in Texas.

The study revealed several consistent themes that focused on teaching, learning, and leadership in these schools. However, one common attribute of these highly successful schools was the way in which they had created strong partnerships with parents, businesses, and community agencies. These schools recognized that if they were to achieve extremely high academic goals, they needed to involve everyone in helping make the dream a reality.

There are some federal education programs that support such school-parent-community partnerships. For instance, Even Start, HeadStart, and Safe and Drug Free Schools programs have encouraged schools to reach out to parents, businesses, and community agencies. Nonetheless, more needs to be done to help create the type of powerful partnerships that were so influential to the success of the 26 schools in the Dana Center study.

The America Reads legislation holds such promise. America Reads could become a vehicle that supports state and local reform efforts by building school, parent, and community partnerships focused on the goal of getting all students to read proficiently. America Reads would provide the incentives that would enlist tens of thousands of citizens in the fight against illiteracy. The partnerships created through America Reads will help demonstrate to students that reading is not merely something that is important to teachers and principals, but it is something that is of personal importance to parents, community leaders, business persons, and citizens from all walks of life. America Reads has the potential to help communities generate a passion for helping young children succeed in the most important and complex academic endeavor that they will ever pursue -- learning to read.

The recent improvements in Texas schools have been initiated by bipartisan leadership that put the needs of children before partisan politics. The recent improvements to the federal education programs that have made such a positive difference for Texas schools are the result of Congressional leadership on both sides of the aisle. Similarly, if the federal government is to support state and local reform efforts in a way that brings parents, teachers, and communities together in an effort to sure that every child in America reads proficiently by the end of third grade, there must be a bipartisan effort that puts children first. On behalf of the children of Texas, I encourage such an effort.

Appendix 1

TABLE 1: STATE TAAS DATA '93

	Passed All	Passed Reading	Passed Math	Passed Writing
All Students	48.4	69.8	53.6	79.8
African American	26.0	51.3	30.1	68.1
Hispanic	31.4	54.1	37.2	69.0
White	63.7	83.5	68.3	89.2
Econ. Disadv.	29.3	51.3	35.2	67.6

TABLE 2: STATE TAAS DATA '96

	Passed All	Passed Reading	Passed Math	Passed Writing
All Students	67.1	80.4	74.2	82.9
African American	46.9	66.8	55.0	72.8
Hispanic	54.2	70.3	63.9	74.2
White	79.8	90.0	85.0	90.5
Econ. Disadv.	52.5	68.4	62.3	72.9

TABLE 3: INCREASES IN STATE TAAS PASSING RATES, FROM 1993-96

	All TAAS Sections	Reading	Math	Writing
All Students	18.7	10.6	20.6	3.1
African American	20.9	15.5	24.9	4.7
Hispanic	22.8	16.2	26.7	5.2
White	16.1	6.5	16.7	1.3
Econ. Disadv.	23.2	17.1	27.1	5.3

Joseph F. Johnson, Jr., Ph.D.

Dr. Joseph Johnson is the Director of the Collaborative for School Improvement at the Charles A. Dana Center at the University of Texas at Austin. He directs the Austin office of the U.S. Department of Education's Region 8 Comprehensive Regional Assistance Center. In this capacity, he provides assistance and support to Texas schools, school districts, education service centers, and the state education agency in the improvement of programs, policies, and practices toward the goal of greater equity and excellence in academic achievement for all students. He provides leadership to the Texas Center for Accelerated Schools, the Texas Center for the Advancement of Service Learning, the Texas McKinney Program for the Education of Homeless Children, and the Texas HeadStart Collaborative. Also, he supervises the implementation of research projects that focus on schools in high-poverty communities that achieve high levels of academic success.

Dr. Johnson was recently the Senior Director of the Division of Accelerated Instruction at the Texas Education Agency. In this capacity Dr. Johnson directed the state's efforts to support the improvement of teaching and learning through a variety of federal and state resources, including Title I of the Elementary and Secondary Education Act.

Dr. Johnson has also provided leadership to national efforts to improve teaching and learning. Currently, Dr. Johnson is a member of the Independent Review Panel for the National Assessment of Federal Education Programs. He has advised the federal government regarding the development of legislation and regulations concerning the education of children who live in poverty. He was the founding president of the National Association of State Coordinators for the Education of Homeless Children and Youth.

Prior to coming to the Texas Education Agency, Dr. Johnson served as the Coordinator of Special Education in the Carlsbad, New Mexico Public Schools. He has also served as a classroom teacher in San Diego, California.

Dr. Johnson earned a Ph.D. in educational administration from the University of Texas at Austin's prestigious Cooperative Superintendency Program. He earned a Masters of Arts in Education from San Diego State University and graduated Magna Cum Laude with a Bachelor of Science Degree from the University of Wisconsin at Oshkosh.

In 1993, Dr. Johnson received the Educator of the Year Award from the Association of Compensatory Educators of Texas. In 1987, he received the Educator of the Year award from the New Mexico Council of Exceptional Children. Dr. Johnson is the author of several articles and other publications that focus on improving schools for all students. In July of 1997, the Association for Curriculum Supervision and Development will publish the book he co-authored, "Educators Supporting Educators: A Guide to Organizing School Support Teams."

The University of Texas at Austin
Charles A. Dana Center

Federal Funding Sources
1996-97 Fiscal Year

Source	1996-97
National Science Foundation, Statewide Systemic Initiative	$1,831,364
Title XIII Comprehensive Regional Assistance Center - through Intercultural Development Research Association, San Antonio, Tx	934,232
Corporation for National Service–AmeriCorps	618,728
Title VII-B McKinney Homeless Assistance Act - through Region 10 Education Service Center, Richardson, Tx	241,845
Corporation for National Service-Learn & Serve - through the Texas Education Agency	225,000
Department of Health and Human Services–Head Start Collaborative	200,000
Fund for the Improvement of Post-Secondary Education	65,208
Total 1996-97	$4,116,377

The University of Texas at Austin
Charles A. Dana Center

Federal Funding Sources

Source	1994-95	1995-96	1996-97
National Science Foundation, Statewide Systemic Initiative	$ 2,215,423	$1,835,120	$1,831,364
Title XIII Comprehensive Regional Assistance Center - through Intercultural Development Research Association, San Antonio, Tx	65,209	65,209	934,232
Corporation for National Service--AmeriCorps		213,202	618,728
Title VII-B McKinney Homeless Assistance Act - through Region 10 Education Service Center, Richardson, Tx		84,228	241,845
Corporation for National Service-Learn & Serve - through the Texas Education Agency			225,000
Department of Health and Human Services--Head Start Collaborative			200,000
Fund for the Improvement of Post-Secondary Education	267,900	678,148	65,208
Totals	$ 2,548,532	$ 2,875,907	$ 4,116,377

07/30/97

The University of Texas at Austin
Charles A. Dana Center

Federal Funding Sources

Source	1994-95	1995-96	1996-97
National Science Foundation, Statewide Systemic Initiative	$ 2,215,423	$1,835,120	$1,831,364
Title XIII Comprehensive Regional Assistance Center - through Intercultural Development Research Association, San Antonio, Tx	65,209	65,209	934,232
Corporation for National Service--AmeriCorps		213,202	618,728
Title VII-B McKinney Homeless Assistance Act - through Region 10 Education Service Center, Richardson, Tx		84,228	241,845
Corporation for National Service-Learn & Serve - through the Texas Education Agency			225,000
Department of Health and Human Services--Head Start Collaborative			200,000
Fund for the Improvement of Post-Secondary Education	267,900	678,148	65,208
Totals	$ 2,548,532	$ 2,875,907	$ 4,116,377

07/30/97

Appendix G- Written Statement of Dr. Cheryl Wilhoyte, Superintendent of Schools, Madison, Wisconsin

STATEMENT OF CHERYL H. WILHOYTE

Cheryl H. Wilhoyte, Ph.D.
Superintendent of Schools
545 West Dayton Street
Madison, Wisconsin 53703
cwilhoyte@madison.k12.wi.us
Representing:
American Association of School Administrators
Arlington, Virginia

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON LITERACY: A REVIEW OF CURRENT FEDERAL PROGRAMS

July 31,1997, at 10:00 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Good morning, my name is Cheryl Wilhoyte. I am superintendent of schools in Madison, Wisconsin. The Madison Public Schools District is the second largest school district in Wisconsin, with about 25,000 students. Our students represent the same increasing diversity of languages, ethnic groups and income groups that other urban school districts have. Today I am representing the American Association of School Administrators, AASA, and my 14,000 fellow superintendents and other local educational leaders nationally.

The topic of this hearing, federal programs that contribute to improved literacy, is of great professional interest to me, because my Ph.D. is in reading and much of my administrative career has been focused on increasing student achievement in reading and other areas of the curriculum.

In Madison 90 percent of third grade students score above the state standard on state wide reading tests. Our success is the result of hard work and smart work, but it is also the result of supplemental, well targeted resources that permit additional services. Where there are concentrations of poverty, federal resources, principally Title I, are invaluable to us in keeping reading scores up. The federal programs have become more important because the poverty rate district wide is rising at a steady 2 percent per year.

I want to share some of our dreams for children. These dreams are becoming reality through the use of federal funds by skillful teachers and administrators. We are not satisfied with our current results; our teachers, principals and central staff are continually using the data to improve results.

I would like to begin by talking about students and then move to what we are doing to help those students get a good start in life by learning to read. Carolyn is five years old and looking forward to kindergarten. At the preschool conference her new kindergarten teacher and her parents would typically talk about her favorite books, activities and stories from home and preschool; when she began walking and talking, counting, letter sound relationships she might have mastered, and perhaps if she could recognize her name in print. Carolyn's kindergarten and first grade teachers would plan to build on her life's language experiences with fun and exciting stories and activities for reading, writing, listening and speaking. The goal would be for Carolyn to make personal sense of her world and become literate. Carolyn's journey toward literacy should be well along the way by age 5 with all of the emerging and developing perquisite skills and processes for learning to read by grade 3.

But what I have just shared with you is only our dream of literacy prerequisites for Carolyn and the other children of promise who have just completed this year in a Madison Head Start program for homeless children.

The early years for the Carolyn's of the world have not filled with celebrations for learning language or fun family times with colors, numbers, words, lyrics and rhymes. Nor have those tender years been filled with books and songs of Winnie the Pooh and Tiger too. For Carolyn and many other children precious early years for brain development and learning have been filled with poverty, violence, hunger, lack of sleep, unmet health needs, a series of constantly changing rooms with many too many people, separation from parents -- themselves often less than 20 years of age -- separation from beloved siblings, friends, homelessness and often proximity to caretakers with significant substance abuse issues.

In reality, most of the Carolyn's in Madison have no "accomplished" check marks in the areas related to colors, letters, her name in print, storytelling sequence, book orientation on their screening assessment for entering kindergarten. These children's affect or delight with such things is described by Head Start teacher assistants and high school volunteers as "flat." Literacy related prerequisites do not "make personal sense" or bring enjoyment to their world.

The stark reality of the demographics of it all are quite clear. Our destinies are interwoven. Unless Carolyn is literate, her role will be not only be limited but limiting, and not only for Carolyn, but also her mom, her dad, you, me, her teachers, her community, her workplace, and her world-our world. This is not only a moral and ethical imperative, but it most certainly is an economic one as well.

We know our fourth, sixth and ninth graders hit a wall, where faking literacy, or acting like it doesn't matter, no longer works. Dropping out or acting out are more difficult student behaviors than learning to read and write, if we begin early with good programs.

We have learned much in the last ten years about brain development, about literacy learning, about leadership and about how we as humans best organize our work for realizing desired results in the public and private sector. Quality leadership for better results, in literacy as with any other public or business agenda, requires learning, learning requires change, and change demands results.

In preparing to meet with you to talk about how we are working to make our dreams come true, I questioned teachers and principals who are on the front lines of literacy. One such principal is Glendale Elementary School's, Mary Hyde. An article in a local newspaper, written by a harsh critic of our top-ranked schools, had the headline: The Good News at Glendale: *The problems of poverty and racial segregation are daunting. But principal Mary Hyde and her staff have risen to the challenge at this once troubled school* (appendix A). Even though 59 percent of Glendale's students live in poverty, their student achievement data backs up the headline. The percent of Glendale students reading above standard on the Wisconsin state grade 3 reading test has risen from 49% to 76% in three years (appendix B). This progress comes in spite of an increase in the poverty rate at Glendale every year of the program.

"Just show me the student results and we will consider it for our school." That's how Principal Mary Hyde approaches organizing school literacy improvement at Glendale School, one of the previously lowest scoring schools in the district. Aileen Nettleton, project facilitator for the literacy campaign, believes, *"Instilling a love of reading is what we do well."*

School year 96-97 was Glendale's first as a Title I School Wide program. Using the school wide approach in combination with a second year state program to reduce class size in high needs schools to less than 15:1 in kindergarten, first, second and third grades, we expect even higher achievement.

Madison's dynamic duo, Principals Jenny Allen and Carolyn Stanford-Taylor of our most needy schools, Midvale and Lincoln, were given three years to show significantly improved literacy results. Using Title I funds in combination with state and local funds, in three short years third grade Wisconsin reading scores at Midvale and Lincoln have gone from 69% above standard to 80% above standard. (Appendix B)

The parents and faculty have chosen the Accelerated School Model as the framework for improving student achievement, participation and school climate. This model gets respect from teachers because they own the students' progress vs. handing-off the children to an instructional assistant with a 30 student case load limit. And, the school wide approach permits 30 minutes of individual instruction daily, in comparison to 20 minutes three times a week in a pull out program. Five additional staff members funded through Title I for Reading Recovery provide "no limit to our transformation for reaching our goal of ALL Midvale-Lincoln students reading by the end of 2nd grade," according to Midvale-Lincoln principals. Title I resources provide staff development through the Accelerated Schools Coaching Model, which organizes everyone for focused change. The Accelerated Schools and Coaching Model in a Title I school wide program give control and focus of the school improvement agenda to the school staff and parents.

Madison's Thoreau Elementary School has responded to a significant change in their incoming primary students with significant change in organizing for literacy which has yielded significant results. Their school reflects both the district wide decrease in children's readiness for kindergarten and an increasing gap between readiness between affluent and poor students. While some of Thoreau's more affluent students come to school with a higher literacy readiness, Carolyn and the children from the homeless Head Start program are coming too.

At Thoreau the winning combination for student literacy includes:

customized, targeted literacy benchmarks for every child; a team of teachers who stay with the children for 2-3 years; daily reading and writing expectations (high literacy, coherent curriculum); and ongoing assessment that informs instructional planning and identifies best practices for moving students to the next literacy competency. (Appendix C)

Another federal program, Weed and Seed, complemented the literacy efforts at Glendale, Lowell and Mendota Elementary Schools. A **Weed and Seed** grant on conflict resolution was used to by the Madison Schools Community Recreation staff to provide Safe Haven, after-school programs for targeted students. The Weed and Seed program has significantly decreased students' choice of violent behaviors for resolving conflict (D. VanDell, University of Wisconsin, 1996).

Also, the collaborative effort between the city, school district and the private sector to remove drugs and violence from Madison's subsidized housing areas, complements the schools' focus on non-violent conflict resolution in the southern and northeastern sectors of our city.

Regardless of your perspective on the African wisdom, that it takes a whole village to raise a child, we have found in Madison that all of us, students, teachers, administrators, parents, and community leaders need to **FOCUS** on literacy to achieve quality results for all children.

The results we get in Madison can also be found in other school districts where federal programs are promoting literacy. For example, in nearby Montgomery county, Maryland, Principal Mary D'Ovidio of New Hampshire Estates Elementary School, a Title I school with 85% English As A Second Language (ESOL) students confirms that student achievement results come from a team approach. "All teachers: classroom, special education and ESOL; teaming, by grade level, work together to identify the literacy outcomes that all plug into the classroom program in order to move each child from where s/he is to where they need to achieve. In a school where 85% of the students have English as their second language, after school linkages to homework clubs and family/parent literacy classes in the evenings at school are critical. Principal D'Ovidio, strongly supports Title I school wide programs over the fragmented, pull out approach of the former Chapter 1. All efforts will become an integral, focused complementary part of the school wide approach to literacy. The days of the classroom teachers, special education teachers, the English as a second language teacher and the Title I teacher assistants -- each having a different curriculum agenda for the same child -- are over.

Success for ALL is the Madison challenge. Academic success, high school graduation and post high school success for ALL, not most, of Madison's students was the agenda set for us in

1991 by 30 community leaders and over 300 citizens involved in our Madison School 2000 strategic plan. The #1 education ranking by Money Magazine and the top ten ranking by Expansion Management Magazines are wonderful recognition of the work of our students, parents, teachers, administrators and community on behalf of the outstanding pre-kindergarten- and public educational opportunities. Our overall student poverty rate is at 30% and growing by 2% each year. Some individual school poverty rates are rising toward to 70% mark. The predictions that those at the top will be at the bottom within 10 years if they don't change dramatically is clearly a bell tolling for Madison, Wisconsin. Despite the increase in poverty we are increasing student's reading achievement; we are maintaining high achievement levels (appendix D).

Thank you for the opportunity to explain how we are increasing literacy in Madison using federal funds. I am honored to represent the teachers and administrators of Madison. I look forward your questions.

May 23, 1997 NEWS & COMMENT ISTHMUS / 9

COVER STORY

The good news at GLENDALE

Focusing on learning rather than racial balance sparks the revival of this low-income school.

By STEVE [illegible]

Silently, the principal opened the door of the fourth-grade classroom. Inside, the children were all watching teacher Sheryl Brod, paying attention to her every word.

Brod, seeing the principal, paused. For a moment, the pupils kept their silence. Then one of them piped up, "Miss Hyde, would you read to me?"

At Glendale Elementary School on Madison's east side, the question is music to the ears of Principal Mary Hyde. It means she has won another convert to her reading crusade.

To Hyde, who is finishing her second year at the school, literacy is the simple solution to the problems of poverty and racial separation that afflict the Glendale community. So far, she is succeeding. Very quietly, Glendale is doing what many in the community have said could not be done.

School board members and administrators have often lamented that they cannot get positive results in schools with large numbers of students from low-income families and from ethnic and minority groups. Many committees have struggled with options for breaking up concentrations of such students.

If the stereotypes were true, Glendale would be in rough shape. Drawing much of its student body from the segregated Broadway-Simpson neighborhood, it is the only school in Madison where most of the pupils are African Americans. Nearly three-fifths of the youngsters live in poverty.

Far from teetering on the brink of chaos, however, Glendale is a well-regulated school with a sharp focus, a sincere principal and a beautiful setting. It is a tranquil harbor of hope and possibility.

Counselor Margo Thor, in her 12th year at Glendale, says, "I love being here. We don't have all cultures here. We are mostly black and white. It's exciting. There really isn't a minority here."

Reading specialist Sandra Henderson says, "We have few racial problems among the students. I attribute that to the attitude of the staff, which is: So what? We are here to educate, whatever it takes. The skin tone has nothing to do with their ability."

BEYOND THE BALANCING ACT

One of the lessons of Glendale is that the search for racial balance is a futile exercise. The petty plans of those with good intentions can easily be smashed by powerful social forces.

Fifteen years ago, practically all of Glendale's pupils were white. Then the Madison school board, looking for ways to break up concentrations of African American students at Lincoln and Franklin schools, decided that Glendale could relieve a little of the numerical pressure.

The board had decided to spread the African American children out by creating two pairs of desegregated schools. Lincoln and Midvale would be paired, as would Franklin and Randall. Still, African American enrollment at the paired schools turned out higher than the board wanted.

The board members then tried to perfect the balancing act. They split the racially integrated Broadway-Simpson neighborhood away from Franklin School and sent its children to Glendale. At last, they thought, all the schools in the plan would show just the right mix of colors.

They failed to see, however, that Broadway-Simpson was set up for speedy segregation. As low-cost apartments turned over, all the new families were African Americans. Integration gave way to segregation, and the official count of black students at Glendale jumped from [illegible] in [illegible] to [illegible] in [illegible].

"When the boundary changed in 1984," says Thor, "we had two buses that came in every day from Broadway-Simpson. There were more white kids than black kids on the buses. We saw that change, until we had five buses coming from Broadway-Simpson, and almost all black."

The Broadway-Simpson apartments have always had vacancies, she notes. "It was where people could move and be with their aunts and uncles. As black families came in, white families left. That is not unusual in our country. It wasn't because of anything the blacks did. The whites just didn't feel they belonged there any more."

Eric Englund, assistant to Mayor Sue Bauman, says the abrupt change happened because there were few housing options for low-income African American families. "This is a very expensive city to live in," he says. "There are only a few places that will rent to the poor."

The problem, Englund explains, is that Broadway-Simpson housing was not designed for low-income and large families. "It was designed for graduate students. It is an isolated area, too. It is not where we would have wanted these families."

"COOL TO FIGHT"

As more and more children moved into the apartments from [illegible] to [illegible], enrollment swelled from [illegible] to [illegible]. Many of the new arrivals were two years behind their age group in reading skills. In other schools and other communities, they had learned about violence instead of their ABCs.

"Kids thought it was cool to fight, and they encouraged other kids to," says Thor.

"There were rough years," Henderson agrees. "We had lots of short tempers, and when we had [illegible] children, we had trouble all over the place."

Nancy Sandal, whose daughter entered kindergarten in [illegible], says, "It looked as if you would be nuts to want your kids at Glendale. There were fights and language. There was middle-class flight. People were feeling that some of the behavior was impacting their children's ability to learn."

With middle-class and poor families in constant motion, children came and went too fast for anybody's good. Among the [illegible] students who began the [illegible] school year at Glendale, [illegible] were gone by year's end. Meanwhile, the school took in 117 students from other schools.

Eventually, the flight of white families gave Glendale what it needed most—elbow room. The white enrollment plunged from [illegible] in [illegible] to [illegible] in 1994, helping to reduce the total head count to a more manageable [illegible].

Sandal says that in her first two years as a parent, she thought about transferring out. She did not give up, she says, because she thought former Principal Joe Callan was moving in the right direction.

Callan resigned in 1995, and Hyde took over at the start of school that fall. "I asked to come here," says Hyde. "This is the most exciting school to be involved in in the district. The opportunities for success are all here."

HYDE'S [illegible]: LITERACY

Right away, the new principal met a new parent, Dawn Adams, who had brought her two sons to Madison from Indiana. Adams says, "She was very personable and willing to meet with the students and the parents at any time. She did not brush me off, as I have seen before."

Hyde had been principal at Elvehjem School; before that she was the school district's coordinator for reading and language arts. Early on she decided to make literacy her personal mission.

She has turned Glendale into an open book. Everywhere, there are words. They

CONTINUED ON NEXT PAGE

BEST COPY AVAILABLE

CIGARS
WINE
CIGARS
WINE
CIGARS
WINE

Now on the West side!
7003 Watts Rd.
Highland Oaks Shopping Center
Between Woodman's West & Wal-Mart
Mon-Sat 9-9, Sun 11-4

Premium Cigars
Wine Tasting Daily

WINE & SPIRITS
TASTING ROOM
RETAILERS OF FINE WINE & CIGARS

6325 Monona Dr.
(608) 223-1641
Exit #266 off of Hwy 12 & 18
Mon.-Sat. 9-9 · Sun. 11-4

Glendale

CONTINUED FROM PAGE 9

jump out from posters, they accompany pictures, and they stand alone. Behind Thor's desk, hundreds of little words in the same size and type invite youngsters to try silly combinations.

Aileen Nettleton, project facilitator for the literacy campaign, says, "The goal is to have the whole school focused on reading and writing. It is a very visible, stated and clear goal." To meet it, the school employs the equivalent of 4.8 reading specialists.

Nettleton is in the third year of a five-year assignment from the district's central office. "By May of 1998," she says, "our goal is that most of our children will be reading successfully at or near grade level."

She says Glendale has benefited from a change in the law that lets schools spend federal literacy money in regular classrooms. Previously, the money had to be spent on targeted students, who were pulled out of their classes for sessions of 30 to 45 minutes with reading specialists.

According to Nettleton, research shows that effective learning programs need bigger blocks of time. She and Hyde have set aside 90 minutes each day for reading and writing, with no interruption.

"Instilling a love of reading is what we do well," she says. "On the Wisconsin reading test, students are asked if they like to read. Our students say yes, they like to read."

They are getting better at it, too. This year, 43 of 56 third-graders scored above standard on the state reading test, for a success rate of 77%. Three years ago, fewer than half of the third-graders scored above standard.

A few years ago, with middle-class and poor families in constant motion, children came and went too fast for anyone's good.

Among 24 black third-graders who took the reading test, 18 scored above standard. Hyde notes with pride that their success rate was 75%, compared to 44% for black students statewide, and 60% for blacks in Madison public schools.

Overall, the reading score for black students was the fourth highest out of 24 Madison schools with five or more African American students.

Hyde and Nettleton say there is no danger that the literacy campaign will detract from instruction in science, mathematics and history. They say the growing love of books keeps students interested in all subjects.

Adams agrees. "My sons are avid readers now," she says. "In Indiana, students didn't seem to be pushed to do better. Here, one of my sons is learning sign language from being in class with children who sign. My other son was in the all-school spelling bee both years, and this year he made it through six rounds."

FLAG OF PEACE

Before anyone could hit the books at Glendale, however, the children had to stop hitting each other. Hyde and her staff adopted a "fight-free" policy and set up a flag of peace at the door of each classroom.

"The peace flag reverses peer pressure," says Thor, the counselor. "If it stays up for a week, the students get a treat. If it stays up for a month, there is a big celebration. If anyone hits, the peace flag comes down, and the student must apologize to the class."

Thor found the results amazing. "By the end of the year, we had basically eliminated the grouping around to encourage a fight. Now, when something starts, we hear: 'Don't fight! Don't make the peace flag come down!'"

Another new policy was to make the staff look more like the student body. Hyde hired Carletta Stanford to teach fifth grade and Jewel Smith to teach fourth grade. Both are African Americans. So are Mike Jones and Chris Dean, education assistants hired by Hyde.

The staff now includes seven African Americans. Henderson was there when Hyde arrived, as were second-grade teacher Natalie Hill and family-school liaison Diane Anderson. Hyde says, "We are a stronger teaching force, a stronger building, by having a more multicultural staff."

Henderson says that many white teachers grew up and were educated in areas with no distinct ethnic or racial groups. It can be hard for them, she says, to recognize the effects of experiences that they never had to deal with. "We began to think of why they are doing rather than what they are doing," she explains.

SMALL CLASS SIZES

Principal Hyde's hard work paid off last year when the Wisconsin Department of Public Instruction chose Glendale as one of 30 low-income schools to receive state funds for lowering class size. Most of the "Student Achievement Guarantee in Education" money went to Milwaukee schools.

Glendale's grant made it possible to keep class size down to as few as 12 pupils. "The correlation between achievement and class size is sort of intuitive," says Hyde. "We are trying to replicate a Tennessee study that found the correlation was highest from kindergarten to third grade."

The Wisconsin Legislature passed the grant program with a pledge to increase the funding for three years. Gov. Tommy Thompson's proposed budget, however, would freeze the grants at this year's level. The Madison school board is asking legislators to stick to their commitment.

"Some of our kids have not had the experiences and the background that other children have," Thor says. "We try to supply what they have missed with field trips and books. The small classes help. We deserve special consideration not because of black kids, but because of poverty. The relation of one to the other is a separate issue."

Reduced class size is a worthy concept, but not always a practical one. Some schools simply lack the space to offer a room for every 15 children. At that ratio, for example, Glendale would have needed 37 classrooms four years ago.

Today, however, Glendale holds a mere 380 pupils. A third of the enrollment has vanished, primarily because nearly 200 units in Monona Shores, the largest apartment complex in Broadway-Simpson, have been shut down by city government. (See In The Loop, page 7.) Local judges have emptied 16 other units in Broadway-Simpson to put an end to drug dealing.

Sooner or later, the city will have to take Monona Shores out of mothballs. Two offers were made on the property last year, but the city rejected both. Ragland says offers will be invited again before the end of the year.

"We want to sell it and get it on the tax roll with private ownership," says Ragland, "but we want more than just to sell. We want careful screening and quality management. We want a buyer who will remove some buildings, to reduce the density and open up more greenspace."

THE NECESSITIES

No matter who ends up living there, Hyde says she will try to meet their needs. "I don't spend a whole lot of my time thinking about who might come here," she says. "I spend my time thinking about how we can do the very best with the staff, the parents, and the children who are here."

For the moment, that means providing not only the tools of education but also the necessities of life. "We get coats and hats from a number of organizations," says Hyde. "We always keep jackets on hand."

Henderson wants to do more for parents. "It wouldn't hurt to have parenting classes," she says, "so that young parents understand what is needed to raise children. Literacy is part of what they need. When the parents can't read, they don't read with their children. It's a vicious cycle."

All that Nettleton asks from the community is reading matter. "There is never enough money to buy what we need to teach adequately," she says. "The public can help by donating books for the students to take home and keep." (To make a donation, call Nettleton at [illegible].)

Back in the principal's office, Mike and Angie Lindner have walked in to register their son for kindergarten and to get their first look inside the school. They ask for the school's help in improving the child's behavior.

Their demeanor is serious, but Hyde puts them at ease and soon has them laughing. Finally she proclaims, "We don't expect them to be perfect. We just ask them to do their best." The Lindners are all smiles as they head [illegible]

Other ISPs
TDSNET

With TDSNET, you won't wait in line for Internet access.
We guarantee to get you online without busy signals.*
Get unlimited Internet access for just $16.58/month. That's a one year subscription for $199.
Call 24 hours a day to order.
TDS NET
A TDS TELECOM Company
827.1200
http://www.tds.net
*Busy is defined in TDSNET's [illegible] TDSNET is not responsible for busy signals that [illegible] between the customer's modem and their local telephone company. You do not have to be a TDS TELECOM customer to subscribe to TDSNET.

BEST COPY AVAILABLE

THIRD GRADE WISCONSIN READING TEST
SCORE DISTRIBUTION BY SCHOOL AND YEAR (1994-1997)
TABLE 3

	Percent Below Standard				Percent Inconclusive				Percent Above Standard			
	1994	1995	1996	**1997**	1994	1995	1996	**1997**	1994	1995	1996	**1997**
WISCONSIN TOTAL	4.7	5.1	5.0	**6.2**	5.8	6.6	5.3	**6.7**	89.4	88.3	89.7	**87.1**
LARGE DISTRICTS*	8.0	9.0	8.0	**11.0**	8.0	9.0	7.0	**9.0**	84.0	82.0	85.0	**80.0**
MADISON TOTAL	7.4	8.6	8.8	**7.8**	6.8	7.0	5.8	**7.1**	85.8	84.4	85.4	**85.1**

SCHOOLS:

ALLIS	5.1	4.1	7.6	**11.1**	11.5	11.2	5.4	**5.6**	83.3	84.7	87.0	**83.3**
CRESTWOOD	0.0	3.8	8.6	**8.7**	3.9	3.8	4.9	**2.9**	96.1	92.4	86.4	**88.4**
ELVEHJEM	5.1	4.1	2.7	**3.3**	3.8	4.1	2.7	**6.7**	91.1	91.9	94.6	**90.0**
EMERSON	10.6	9.0	16.4	**7.0**	13.6	4.5	6.8	**8.8**	75.8	86.6	76.7	**84.2**
FALK	5.5	7.9	13.4	**9.0**	8.2	1.3	4.5	**4.5**	86.3	90.8	82.1	**86.6**
GLENDALE	27.7	24.6	20.3	**16.1**	23.1	9.2	18.6	**7.1**	49.2	66.2	61.0	**76.8**
GOMPERS	4.2	7.7	0.0	**6.1**	4.2	12.8	7.7	**12.2**	91.7	79.5	92.3	**81.6**
HAWTHORNE	12.5	11.9	4.8	**19.4**	8.3	9.5	2.4	**11.1**	79.2	78.6	92.9	**69.4**
HUEGEL	1.4	2.6	6.6	**2.2**	4.1	3.9	1.1	**3.3**	94.5	93.5	92.3	**94.5**
KENNEDY	1.0	3.3	0.0	**2.2**	3.9	7.6	1.1	**0.0**	95.1	89.1	98.9	**97.8**
LAKE VIEW	20.0	10.9	5.5	**10.2**	2.2	6.3	1.8	**8.2**	77.8	82.8	92.7	**81.6**
LEOPOLD	7.1	3.8	6.4	**9.3**	7.1	8.9	7.7	**12.4**	85.9	87.3	85.9	**78.4**
LINCOLN	24.0	16.3	18.8	**7.8**	7.0	9.2	8.8	**11.7**	69.0	74.5	72.5	**80.5**
LINDBERGH	8.8	11.1	9.8	**10.8**	11.8	11.1	17.1	**8.1**	79.4	77.8	73.2	**81.1**
LOWELL	11.9	19.3	20.3	**16.1**	11.9	14.0	10.9	**21.4**	76.9	66.7	68.8	**62.5**

BEST COPY AVAILABLE

THIRD GRADE WISCONSIN READING TEST
SCORE DISTRIBUTION BY SCHOOL AND YEAR (1994-1997)
TABLE 3 - (CONTINUED)

	Percent Below Standard				Percent Inconclusive				Percent Above Standard			
	1994	1995	1996	1997	1994	1995	1996	1997	1994	1995	1996	1997
MARQUETTE	5.9	18.5	9.5	**5.9**	13.2	9.2	4.8	**13.2**	80.9	72.3	85.7	**80.9**
MENDOTA	8.2	27.4	18.0	**10.7**	9.8	11.0	12.0	**5.4**	82.0	61.6	70.0	**83.9**
MUIR	1.4	3.6	8.8	**12.3**	1.4	8.9	0.0	**3.5**	97.1	87.5	91.2	**84.2**
ORCHARD RIDGE	2.7	4.1	5.6	**3.2**	2.7	6.8	9.7	**3.2**	94.7	89.0	84.7	**93.7**
RANDALL	8.5	7.3	3.1	**2.7**	4.6	3.6	3.1	**6.3**	86.9	89.1	93.7	**91.1**
SANDBURG	2.0	5.3	9.3	**9.1**	3.9	8.8	14.8	**10.9**	94.1	86.0	75.9	**80.0**
SCHENK	0.0	7.3	11.5	**13.0**	5.1	14.6	7.7	**1.9**	94.9	78.0	80.8	**85.2**
SHOREWOOD	0.0	0.0	0.0	**2.7**	1.7	2.4	2.9	**1.3**	98.3	97.6	97.1	**96.0**
STEPHENS	1.1	0.0	4.7	**6.7**	0.0	0.0	1.2	**3.4**	98.9	100.0	94.2	**89.9**
THOREAU	15.3	16.7	21.9	**13.7**	13.9	6.7	6.8	**17.6**	70.8	76.7	71.2	**68.6**
VAN HISE	0.0	0.0	0.0	**0.0**	0.0	2.8	0.0	**3.0**	100.0	97.2	100.0	**97.0**

* The districts in the State enrolling more than 10,000 students each.

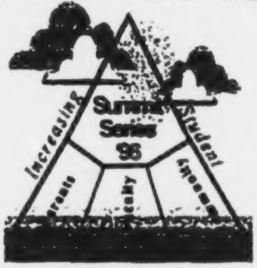
BEST COPY AVAILABLE

APPENDIX C

Madison Metropolitan School District

Doyle Administration Building
545 West Dayton Street
Madison, Wisconsin 53703-1995

Cheryl H. Wilhoyte, Ph.D., Superintendent



F O C U S

Performance & Achievement

Thoreau Elementary School

☐BALANCED LITERACY PROGRAM KEYS THOREAU SUCCESS

Three years ago, five teachers welcomed about 100 children to initiate a full-day kindergarten program. The students presented several challenges. One-fifth spoke little or no English. Almost 75% were from impoverished backgrounds and eligible for free or reduced meals. There were no independent readers and only about half of the children could write their own name.

Undaunted, the teachers – using a team teaching approach – developed a balanced, integrated curriculum that took advantage of the opportunities full-day kindergarten provides. Equally important to what happened in the classroom, the staff realized that cooperation with and a closeness to the children's families would be instrumental to success.

Teachers visited the students' homes. They worked hard to keep communication lines open between school and home using frequent notes, phone calls, and held at least three formal conferences annually. The teachers even spent time with children *outside* the school day and occasionally brought them to their homes.

★Early Success

With the staff demanding high expectations, the children soon began to flourish. By the end of first grade (1995-96 school year), the students in Thoreau's K/1 class demonstrated remarkable progress.

- At the beginning of kindergarten few children could write any words. By the spring of first grade, students could write almost 60 words in 10 minutes.
- At the beginning of first grade, holistic writing samples were in the "low-average" range. By spring, the average score on the writing samples were in the "high" range.
- At the beginning of first grade, the average reading range was "pre-primer;" by spring, the average student was already at the beginning 2nd grade level.

★Reading and Writing Stressed

Teachers employ a variety of methods to enhance reading and writing skills. Daily learning opportunities include:

- teachers **reading aloud** quality literature;
- children joining the teacher for **shared reading** of their favorite poems, stories and songs; and,
- small groups of **guided reading** that allow the teacher to encourage, praise and reinforce reading strategies.

(Over)

Fundamental writing skills complement reading development skills. Learning opportunities include:

- **modeled writing** by the teacher, often during a discussion of the morning news;
- a class discussion of a shared experience that provides the chance for **shared writing**; and,
- **independent writing** that includes personal journals, recording science observations, and math story problems.

Teachers integrate reading and writing activities into everything they do – *all day long*. Through these daily experiences, children learn the alphabet letters and phonics. Students also develop a keener appreciation for how reading and writing play an important role in many everyday activities.

★Assessment

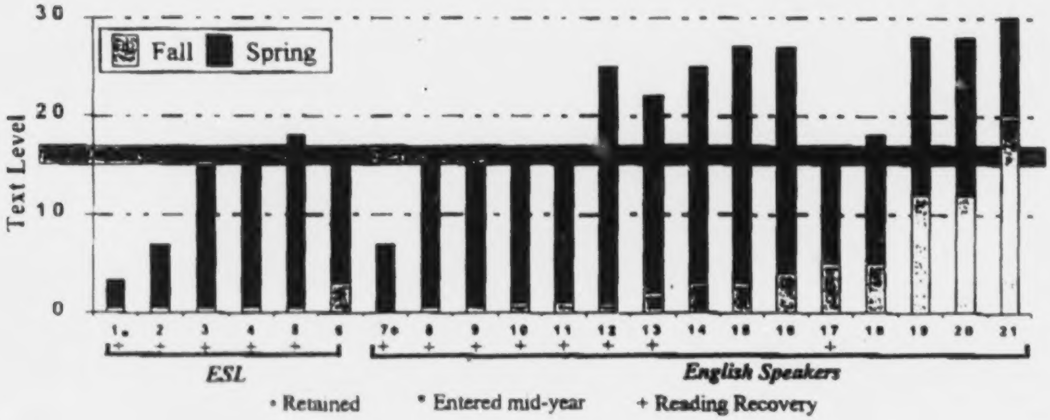
Ongoing assessment is a critical component of Thoreau's successful K/1 program. It consists of observation, evaluation of classwork and more formal, individual examination of specific skills. This information is used for planning instruction and parent communication, as well as documenting progress.

The assessment measures used enable teachers to understand at what level a child is making the connection between speech and print. Children are formally assessed each quarter and instruction is adjusted to meet the variety of learning styles and individual needs of students.

Thoreau's teachers are committed to high expectations. They believe that with quality programming, every child will have the opportunity to read and write at grade level by the end of first grade. In all but rare instances, the children have succeeded. In fact, many children now exceed grade level reading expectations.

Thoreau First Grade Class, 1995-96

Text Reading Level

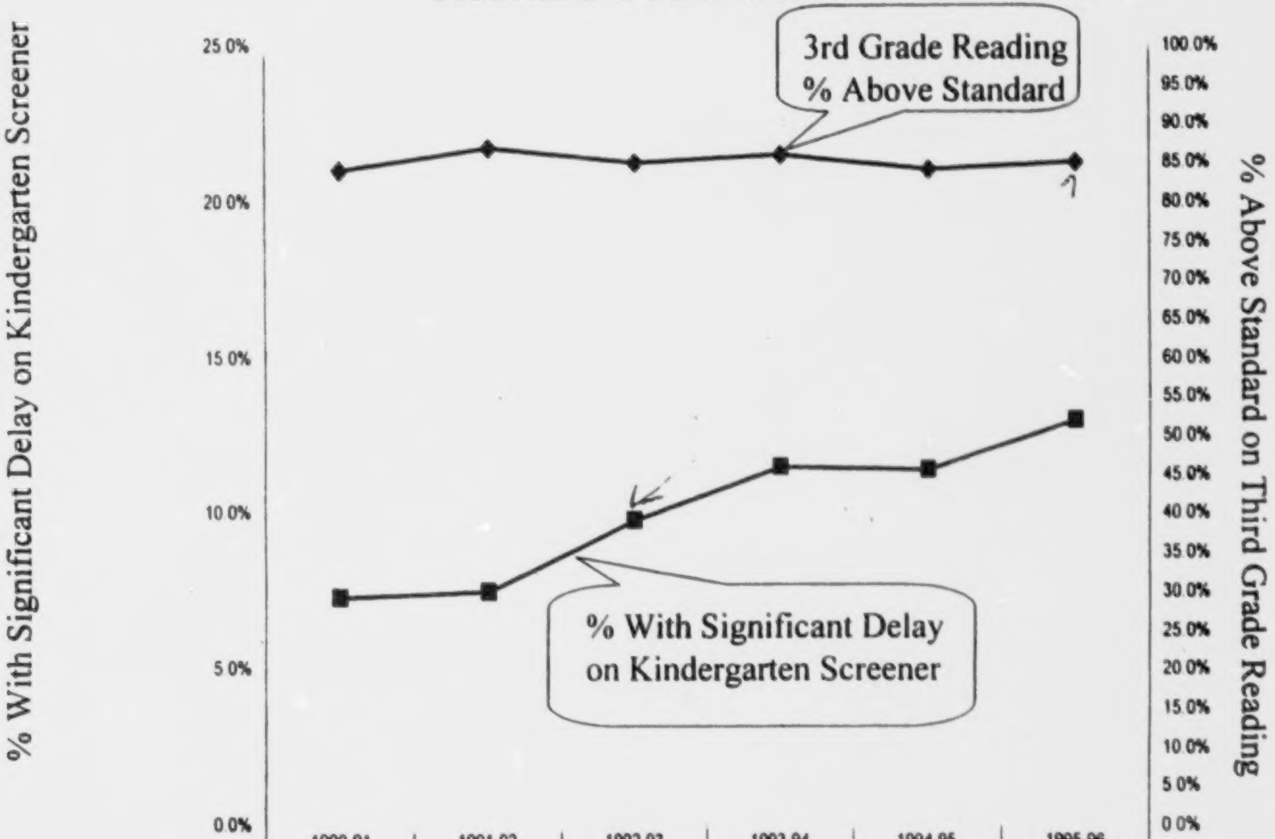


BEST COPY AVAILABLE

APPENDIX D

THIRD GRADE READING AND KINDERGARTEN SCREENER

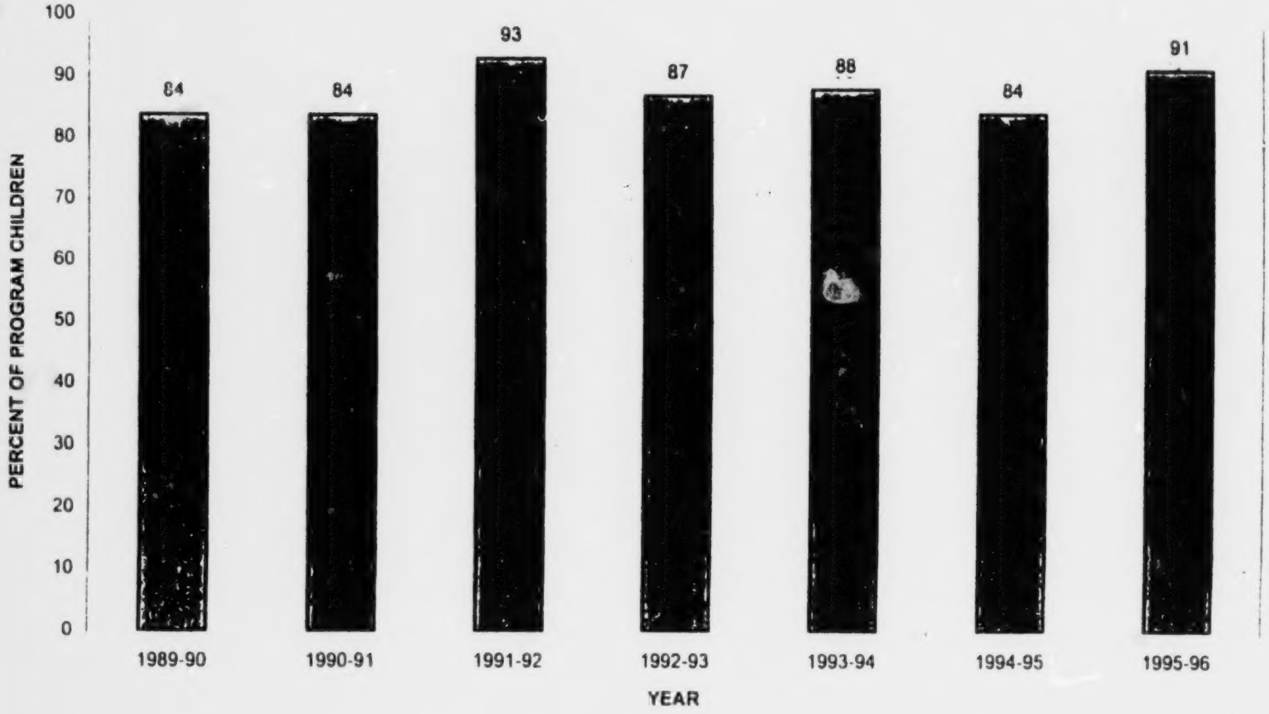
TRENDS OVER TIME



	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
% With Significant Delay	7.3%	7.5%	9.8%	11.5%	11.4%	13.0%
% Above Standard	84.0%	87.0%	85.0%	86.0%	84.0%	85.0%

READING RECOVERY SERVICES

PERCENT OF CHILDREN RECEIVING SERVICE AND READING AT OR ABOVE GRADE LEVEL AT END OF SCHOOL YEAR



Cw96tab3 RDGLVL

7/24/97

BEST COPY AVAILABLE

MMSD READING RECOVERY PROGRAM DATA

YEAR	SCHOOLS SERVED	STUDENTS SERVED	STUDENTS GRADUATED	GRADUATION RATE	PERCENT OF STUDENTS READING AT OR ABOVE GRADE LEVEL
1995-96	15	299	220	74	91
1994-95	16	372	253	68	84
1993-94	17	242	170	70	88
1992-93	11	167	120	72	87
1991-92	NA	NA	NA	NA	93
1990-91	10	133	86	65	84
1989-90	4	43	37	86	84
TOTALS		1256	886	71	87

NA = Data unavailable at time report was developed

Cw96tab3 Sheet3
7/24/97

GRANT DISCLOSURE
AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

AASA has three federal grants;

1. Department of Education	
*National Service Corporation	$200,000
2. Department of Health and Human Services	
*Center for Disease Control	$239,000
*Maternal & Child Health	$125,000
TOTAL	$564,000

Bruce Hunter

Bruce Hunter
Senior Associate Executive Director

Cheryl H. Wilhoyte

Madison Metropolitan School District
545 West Dayton Street, Madison WI 53703
608/266-6235 Fax 608/266-6253
Internet: cwilhoyte@madison.k12.wi.us

Education

Certificate in Business Administration, Georgetown University, 1987
(Finance, Management, Communication, Marketing, Business Policy)

Coursework in Computer Science, University of Maryland, 1981-82

Certification in Special Education, George Washington University, 1980

Doctor of Philosophy - Education, University of Maryland, 1977

Masters of Education - Education, Reading, University of Maryland, 1974

Bachelor of Science - Elementary Education, University of Maryland, 1967

Special Interests....

SUCCESS FOR ALL - Positioning students, schools, staff, boards, districts and communities to meet the 21st century challenges of today and tomorrow
PLAN, LEAD, ORGANIZE, CONTROL

Building mutually supportive webs of BEST PRACTICES for achieving specific results for schools, staff and students with the business, media, university, government, and the broader communities
SHARED VISION, COMMON AGENDAS, RESULTS

Transitions to Transformational Learning
LEAD LEARNER LEADERSHIP FOR BUILDING LEARNING CAPACITY

Professional Experience

Superintendent of Schools

Madison Metropolitan School District
Madison WI 53703 1992-Present

Madison Metropolitan School District is ranked in the top ten districts in the nation serving 25,000 students in Madison Magazine's #1 City of 197,000, with more than 3,300 employees, an operating budget of $230 million and capital budgets of $7-25 million a year.

Responsibilities: -
Chief Educational Officer and advocate for learning at all levels of the organization and the community we serve. Responsible for leading the transformational learning required for an autonomous, university-type organization district to focus on a strategic agenda of learning results in line with *Madison Schools 2000* goals of 100% academic and graduation success. Facilitating community-based partnerships, controlling spending, addressing unresolved school/assignment and site issues, and assuring meaningful community involvement in budget and facilities planning as well as neighborhood and community development have yielded recognized results.

Accomplishments:
Completed 85 percent of the Madison Schools 2000 (1992) Strategic Plan expectations in 1996.
RESULTS: Maintained the very highest level of student achievement, made significant progress in pluralizing the staff in our increasingly diverse district, reduced level of operating budget increases prior to a cap and facilitated addressing space and poverty challenges through a Long Range Capital pre-planning community-based process. Mobilized a local district to establish a system of standards, benchmarks, and assessments within a comprehensive school improvement planning process. As President of the Urban Superintendents Association of Wisconsin, facilitated a technology partnership with the University of Wisconsin. As a member of AASA federal policy committee, provided testimony to Congressional Committees on energy and literacy policy.

Assistant Superintendent for Instruction and School Administration

Anne Arundel County Public Schools
Annapolis, MD 21401
1988-1992

Anne Arundel County Public Schools is one of the nation's 50 largest urban-suburban school districts with over 67,000 students in 120 schools in a county of 430,000 with more than 8,000 employees, an operating budget of $328 million and a capital budget of over $6 million for the current year.

Responsibilities:
Lead, organize and evaluate the divisions of school administration (120 schools); vocational education, special education; curriculum; media services; pupil, psychological and health services and supplemental programs (adult education, Chapter 1, evening and summer schools, student affairs, equity/alternative programs and outdoor education).

Accomplishments:
Designed and implemented strategic planning for school-based improvement of student learning outcomes; focused school planning and evaluation on success for every student; reorganized special education for one quality system of education and implemented an integrated technology project for administration and instruction.
RESULTS: Moved the district from meeting three of thirteen standards to ten of thirteen standards in two years.

Project Director, Governor's Commission on School Performance

Governor William Donald Schaefer, State of Maryland
Joseph Schilling, Ed.D., State Superintendent of Schools
Annapolis, MD 21401
1987-1988

The Governor's task force was charged with exploring the issues of school accountability and performance through the identification of standards for students, local school and school system performance as they related to state financing formulas for education.

Responsibilities:
Develop the two-year work plan, agendas, presentations and conceptual framework for the work of the commission.

Accomplishments:
Reported progress on a monthly basis for the Governor, Superintendents, Boards of Education, legislative committees, and citizen forums.
RESULTS: Once design was completed, moved to a district to successfully implement the model.

Special Assistant to the Superintendent

Montgomery County Public Schools
Rockville, MD 20850
1985-1987

Montgomery County is one of the nation's 20 largest school districts with more than 95,000 students in 158 schools, more than 11,000 employees, an operating budget of more than $600 million, and a capital budget of over $400 million for the next six years.

Responsibilities:
Review and evaluate all executive staff work prepared for the Superintendent, Board of Education and county officials. Supervise and coordinate the budget preparation and review process for departments of personnel, association relations, accountability, human relations, information services, minority education and magnet programs and legal services.

Accomplishments:
Improved the quality, coordination and timeliness of staff response to superintendent and board members. Established management systems for instructional initiatives designed to improve academic achievement for all students with a special emphasis on minority students. Coordinated the development of plans for reorganizing and automating personnel and employment systems. Chaired personnel work team for negotiations with teacher and support services unions.

Director of Magnet Programs

Montgomery County Public Schools
Rockville MD 20850
1984-1985

Montgomery County has a successful voluntary desegregation magnet school program for 17 schools - 14 elementary, 2 intermediate, and 2 senior high schools.

Responsibilities:
Direct policy changes, planning, staffing, curriculum design, training, implementation, recruitment, publicity and transportation for magnet programs (1979-1987).

Accomplishments:
Completed program design and implementation for the Blair High School mathematics, science and computer science program as well as the intermediate school foreign language, computer science and communication programs and seven elementary programs. Chaired the steering committee of academic, government and business advisors.
RESULTS: Twenty merit scholars at Blair High School in the first graduating class of 1988 and first Westinghouse winner in 1996.

Area Director of Educational Services (Acting)

Area 1 Administrative Offices
Montgomery County Public Schools
1983-84

Area 1 administrative offices have 70 staff members who provide instructional and support services and direction for 55 schools with a student population of 35,000 in a highly diverse community.

Responsibilities:
Manage day to day operations for the provision of services, supervision of principals, and the adjudication of appeals and grievances of parents and employees.

Accomplishments:
Integrated management planning for improved minority achievement into the school planning process. Facilitated the recognition for differentiated facilities formulas for special needs students in capital project planning. Designed and implemented K-12 automated articulation system for transfers and special services.

Principal (Acting)

Takoma Park Elementary School
Montgomery County Public Schools
1979-1980

Takoma Park Elementary is located in the city of Takoma Park with a minority population of 40%, a gifted and talented magnet program, has Chapter 1 services and a federally funded parent school model project.

Responsibilities:
Evaluate and improve staff performance and program delivery.

Accomplishments:
Organized the instructional delivery for special needs students. Resolved personnel issues and improved interagency service coordination for students and their families.

Supervisor of Instruction

Supervisor of Reading, Area 1 Administrative Office
Montgomery County Public Schools
1977-1979 1980-1983

Responsibilities:
Supervised instructional program delivery for 39 elementary and secondary schools.

Accomplishments:
Facilitated implementation and evaluation of an alternative program design for at-risk secondary students; organized an area inservice bank for the dissemination of successful strategies, a countywide assessment protocol for reading specialists, and a program design for a newly organized middle school.

Coordinator for Quality Integrated Education 1977
Reading Specialist 1974-77
Classroom Teacher 1967-70

Responsibilities:
Coordinated tutoring services for housing project community, directed inservice programs, designed contracting for resource/classroom teacher cooperation, implemented multidisciplinary, non-graded curriculum and designed schoolwide reporting and study skills modules.

Accomplishments:
Successfully coordinated the consolidation of three schools into one; began a talented and gifted option for primary students and designed a contracting system that was published.

College / University Teaching

University of Wisconsin, Madison, Wisconsin
Doctoral Seminar - Leadership for School Reform: Course - The Superintendency

Johns Hopkins University, Baltimore, Maryland
Graduate program for master's degree candidates - Organization and Administration

Hood College, Frederick, Maryland
Graduate program for master's degree students - Clinical Practicum - Reading

Trinity College, Washington, District of Columbia
Graduate program for master's degree students - Administration and Supervision

University of Maryland, College Park, Maryland
Undergraduate and graduate-Elementary, Secondary and Special Education

BEST COPY AVAILABLE

Professional Experience

Superintendent of Schools, Madison Metropolitan School District, 1992-Present
Assistant Superintendent for Instruction and School Administration, Anne Arundel County Public Schools, MD, 1988-1992
Project Director, Governor's Commission on School Performance, State of MD, 1987-88
Special Assistant To the Superintendent, Montgomery County Public Schools
Director of Magnet School Programs
Area Director of Educational Services
Supervisor of Instruction and Reading
Principal, Takoma Park Elementary School (Gifted & Talented Primary Magnet School)
Teacher Coordinator for Quality Integrated Education
Reading Specialist and Classroom Teacher

Educational Preparation

Certificate in Business Administration, Georgetown University, 1987
Certificate in Special Education, George Washington University, 1980
Ph.D. 1977; M.Ed. 1974; B.S. 1967 - University of Maryland-College Park

Community/Professional Service

Rotary, Community Service Committee, 1994 to Present
Board Member, United Way of Dane County, 1993 to present
County Executive's Literacy Task Force, Anne Arundel County, 1988-1990
President, Valley Brook Citizen's Association, 1989-1990
KenGar Tutoring Project Coordinator, 1974
Saint Luke Lutheran Church; Lay Assistant; Choir, Committee on Staff and Church Council Member, 1981-85; Sunday School Teacher, Junior High Camp Counselor
National School Recognition Review Panelist, Elementary 1988, Secondary 1989
Mentor, Wisconsin Association of School District Administators, 1995-Present
Board Member, Children's Theatre of Madison, 1995-Present
Board Member, Dane County Red Cross, 1995-Present
AASA Committee Member, Federal Policy and Legislation, 1995-1998

College and University Teaching

University of Maryland, College Park, Reading, Elementary Education and Special Education
Johns Hopkins Univ., Graduate Faculty Associate, Organization and Administration of Schools
University of Wisconsin-Madison, Graduate Seminar: Leadership Course: Superintendency

Professional Growth

Superintendent's Prepared, Class of 1992
Danforth Forum of American Superintendents, 1993-1998
President, Urban Superintendents Association of Wisconsin, 1995-96
The Executive Committee (TEC), 1995-1996

Honors

Woman of the Year, Madison Magazine, 1993.
Outstanding Alumni of the Year, 1992, Eastern Nazarene College
Midwest Association of School Superintendents 1995
Century Club Superintendents 1997

Appendix H- Written Statement of Dr. Andrew Hayes, Department of Eduacation Design and Management, University of North Carolina, Wilmington, North Carolina

STATEMENT OF ANDREW E. HAYES

Associate Professor of Education
University of North Carolina at Wilmington
Wilmington, NC 28403-3297
(910)962-3353

Committee on Education and the Workforce
United States House of Representatives

Hearing on Literacy:
A Review of Current Federal Programs

July 31, 1997 at 10:00 AM
2175 Rayburn House Office Building
Washington, DC 20515

Mr. Chairman and Members of the Committee,

I am Andrew E. Hayes, associate professor of education at the University of North Carolina at Wilmington and Consulting Director of Research for the National Center for Family Literacy (NCFL). I am pleased to have the opportunity to talk with you about family literacy programs, especially as they are described in the Even Start legislation and Policy Guidance, described in the *Guide to Quality Even Start Family Literacy Program*, and disseminated nationally by Even Start and the National Center for Family Literacy. My testimony is based on experiences in evaluation of comprehensive family literacy programs such as those, beginning with the Kenan Trust Model Family Literacy Project in 1988 and continuing through several other small-scale and large-scale, short-term and long-term studies and ending with a recently-completed follow-up study of families who attended a sample of Even Start programs.

I have provided general technical assistance and conducted evaluation studies in family literacy programs located in almost all states of the US and in the United Kingdom (UK). My evaluation work is far more complex and intensive than what has been done, for the most part, in the national studies of Even Start Programs. Most of my studies included ongoing visitations to sites during which I would observe in classrooms, interview staff, interview adult participants, and review materials and documents showing student performance and program activities. Several of those studies were extended to include follow-up of families covering periods up to six years after they left the program. During those evaluation projects I studied not only the accomplishments, but also the actual approaches being used, the problems encountered by the staff and families and how they addressed those problems, the variations in sites from year-to-year as staff, practices, families, and funding changed, the variations in model implementation among sites, and the variations in accomplishments that occurred as a result of variations in those site factors.

I have also broadened my experience by maintaining contact with family literacy programs in the UK since their beginning in 1993 by collaborating on evaluation design and implementation with Dr. Greg Brooks, Senior Researcher, the National Foundation for Educational Research (NFER). Dr. Brooks conducted the original evaluation studies there and continues as principal investigator of the evaluation of the UK family literacy programs. Those programs are based on the model disseminated by NCFL and are generally consistent with Even Start standards. National funding has been increased recently to provide programs throughout England and Wales, using a rationale and approach for expansion of services that was similar to ones used for National Even Start.

The set of goals for comprehensive family literacy programs is broad, covering accomplishments for the participating adults, the family as a unit, and the participating children. Somewhat unlike the national evaluation studies of Even Start Programs, my studies beginning in 1988 and continuing to the present have documented a consistent pattern of accomplishments of all these goals. And now Dr. Brooks is finding an almost-identical pattern of results from his studies in the UK.

That pattern can be stated quite simply but, as for most complex issues, requires much more elaboration to provide a foundation for understanding the pattern fully or for knowing what to do as a result of knowing it. The pattern I have found (a) when sites serve families such as those targeted by Even Start and NCFL *and* (b) when they implement program models that meet the Even Start and NCFL quality standards, the goals of the families and program are accomplished for those families who remain enrolled long enough to expect important changes to occur. When those program model and quality conditions *are not met* to a reasonable degree, the goals are not met!

I shall try to describe some of my findings and interpretations in ways to help the Committee understand both the pattern or results I have found and my suggestions for what might be done to serve best the population for which Even Start programs are intended. For that attempt I have organized my presentation into four sections:

- Description of the general need for *comprehensive* family literacy programs as a system of services
- Presentation of the program model on which Even Start is based and its rationale
- Some findings from my evaluation studies of family literacy programs, some of which were Even Start programs and some not
- Suggestions for what might be done to improve the Even Start system of services to help it achieve more effectively the goals promised for it

The need for comprehensive family literacy programs as a system of services

Much of what I have to say here about family literacy in general and Even Start in particular has been said to this Committee or others in other testimony[1], but I make this testimony again to provide a framework for the points I wish to make about the validity of the comprehensive family literacy model program specified in Even Start guidelines and about the outcomes that can be expected reasonably when programs are implemented well. Furthermore, much of what I have to say about family literacy and Even Start as a program model to impact reading performance of children has been said before to the Committee[2], but I shall try to use this presentation to demonstrate both the need for a comprehensive system of services —of which Even Start Family Literacy is a good one— and to demonstrate how the model works to produce the results that I have documented in evaluation studies.

---

[1] See, for example, the testimony by Sharon Darling on July 28, 1992 to the Subcommittee on Elementary, Secondary, and Vocational Education for the Oversight Hearing on the Even Start Program or her testimony on February 25, 1997 on Reauthorization of the Adult Education Act.

As I mentioned above, the set of goals for comprehensive family literacy programs, including those which are part of the Even Start Program, is complex and includes expected accomplishments for the participating adults and family as well as for the children. While my experiences with program evaluation demonstrate a high level of goal accomplishment in all of these areas from well-implemented programs, I shall focus my testimony on family literacy and Even Start as a program with the potential for significant impact on children, their literacy, and on their later performance in schools.

Undereducation and the poverty that results from it have created a trap that seems inescapable for millions of families across the United States. Many of those parents with low levels of education lack the skills to obtain and keep a job and are left without the ability to support their families. What may have begun as an educational problem for individual adults became a financial problem for the entire family.

Children whose parents are undereducated are at grave risk of continuing the cycle of undereducation. Fewer of the children of undereducated parents are in pre-school programs, and many more fail during early school years and drop out before completing high school than do the children of more educated parents.

A growing number of research findings from large-scale evaluations and controlled studies are reaching the same conclusions about the needs of society and the best ways to serve those needs.

As one conclusion, Hirokazu Yoshikawa[3] stated that the most effective programs for preventing antisocial behavior and delinquency in children were those which combined early education and family services. Those programs also had the broadest range of positive effects on both the children and their parents.

---

[2] Notably in the testimony during tour Hearing on Literacy: Why Children Can't Read on July 10, 1997 by G. Reid Lyon, Robert E. Slavin, Catherine E. Snow, and Richard L. Venezky.

[3] Hirokazu Yoshikawa. "Long-Term Effects of Early Childhood Programs on Social Outcomes and Delinquency" in *The Future of Children: Long-Term Outcomes of Early Childhood Programs*. Vol. 5, No. 3, Winter 1995, pp. 51 - 75.

And from the experiences with national evaluation of Even Start programs, Robert St. Pierre, et al.[4] concluded that there is substantial evidence that needs can be met best by programs that include services that address the needs directly for the children and the parents. They indicated that if the children have developmental or learning needs, they should be served directly (rather than working with parents and assuming that work will meet the needs of the children indirectly), and that the parents and the family also can be served best when their needs are served directly.

Further, from her study of programs that were intended to serve families, Lisbeth Schorr concluded[5] that, "... risk factors show that the elements involved in school failure, teenage pregnancy, intergenerational poverty, and other "rotten outcomes" are multiple and interactive. Because child poverty is the single most powerful risk factor in accounting for high rates of damaging outcomes, higher family incomes are the single most critical need."

Schorr continued, saying, "...programs that have proven to be successful are those that:

- are comprehensive, intensive, flexible, and responsive to the setting and particular local needs;
- deal with children as parts of families and with families as parts of communities; and
- start early and have a prevention orientation."

It seems clear that literacy is a family legacy handed down from generation to generation. The general pattern of that legacy is shown in the 1996 IEA Reading Literacy Study. In those analyses there is a significant pattern of higher literacy performance of children for each higher level of academic attainment of either the father or mother.

The particular way that the generation-to-generation effect occurs in many families can be seen from another example of research. Dale Walker, et al.[6] demonstrated a clear relationship between the literacy activity in the homes of children and later achievement in school. Children in homes with low levels of vocabulary usage, simple language structures, and low levels of other literacy activity between birth and age three years were more likely to be at low levels of academic performance when they were 10 years old. They concluded that to increase the level of literacy of children requires a family approach that addresses simultaneously the literacy levels of parents and their children.

---

[4] Robert G. St. Pierre, Jean. Layzer, and Helen V. Barnes. "Two-Generation Programs: Design, Cost, and Short-Term Effectiveness" in *The Future of Children: Long-Term Outcomes of Early Childhood Programs*. Vol. 5, No. 3, Winter 1995, pp. 76 - 93.

[5] Lisbeth B. Schorr *What Works: Applying What We Already Know About Successful Social Policy*

[6] Dale Walker, Charles Greenwood, Betty Hart, and Judith Carta. "Prediction of Outcomes Based on Early Language Production and Socioeconomic Factors" in *Child Development* pp. 606 - 621

These findings by Walker et al. are similar to a pattern of findings reported in the literature explaining differences in reading abilities among children. Testimony to this effect was given to this Committee on July 10, 1997 by both Snow — "... parents need to ensure that children have adequately rich language environments..."— and Venezky — "The parent interaction style that is elaborate in detail, positive, and cognitively demanding has a higher probability of leading to positive reading results than one that is directive, generally negative, and not cognitively demanding."

From these and many more sources, it seems evident that if literacy is to be increased and poverty reduced among the *current generation* of families, it is necessary to increase the educational skills of the parents. But if literacy is to be increased and poverty reduced among the *next generation* of families, it is necessary to increase the educational skills of the children, beginning at all early age. And, finally, to increase education and reduce poverty for both the *current generation and those that will follow*, it is necessary to approach low literacy and undereducation as a family issue.

Even Start Family Literacy is a pioneering program based on these understandings.

Description of Comprehensive Family Literacy Programs

Comprehensive family literacy programs, such as those described in standards for Even Start Programs, are complex, integrated systems of services that address the needs of adults and children who enroll *as a family unit*, rather than as individuals. Components include a high-quality educational or developmental program for the children, an adult education or training program, a "parenting" program, a program that provides for personal- and social-development of the adults, and a program that prepares the adults for the workplace or to perform successfully in settings outside their home. To be effective as a program model all of these components must be both of high quality equivalent to good "single-service" programs and integrated by "plan-do-reflect" methods that are used with the adults in their components of the program. This program model is illustrated as a typical day of events in Figure 1 and as a system of influence over the future of children in Figure 2 (below).

Guiding Principles for Comprehensive Family Literacy Programs

Both Lyon and Venezky stated in their testimony to this Committee on July 10, 1997 that many of the solutions often offered for underachievment in reading by children were too simple. They described most of those solutions as necessary but not sufficient for success. Furthermore,

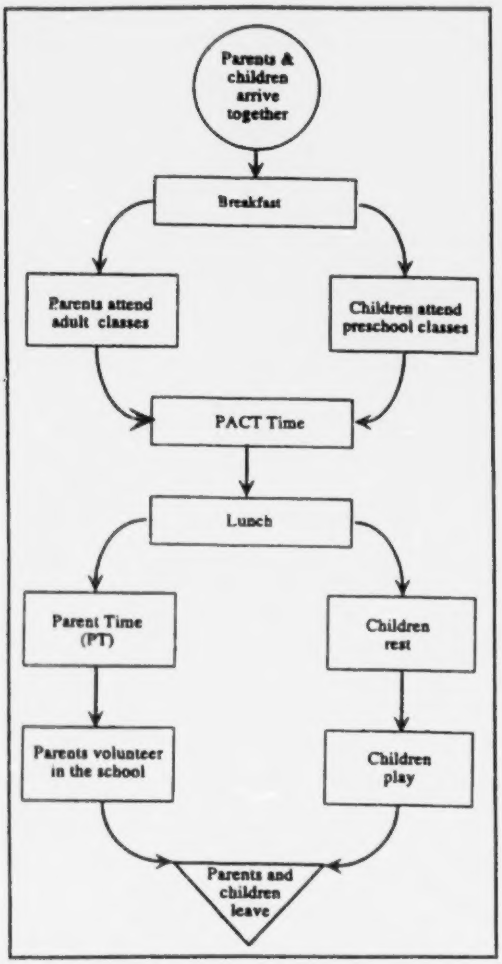

Parents & children arrive together
Breakfast
Parents attend adult classes
Children attend preschool classes
PACT Time
Lunch
Parent Time (PT)
Children rest
Parents volunteer in the school
Children play
Parents and children leave

Figure 1: An illustration of a typical day in a school-based, full-day family literacy program

they described the expected impact of any particular family literacy practice as different depending on the general literacy practices of the family and the relationships among the members.

The program model illustrated in Figure 1 and Figure 2 is one that was used by NCFL in the original Kenan Family Literacy Model Project and it has been disseminated nationally by NCFL and is consistent with the *Standards for Quality Even Start Family Literacy Programs.* That program model was design originally to fit the set of conditions believed to be required to meet the needs of the enrolled families and to accomplish the goals that were set for the programs. My experiences with evaluation of programs since that time have shown that the original design was sound, and that if changes were needed for effectiveness, they were only matters of refinement or enhancement to meet special needs or to take advantage of special resources or conditions.

The Kenan programs operated in elementary schools for the regular school day and school year. While it certainly is not essential that family literacy programs operate in schools or on that schedule to be effective, any changes from that program model have consequences for both operations and expected effects. It is essential, therefore, that anyone who changes the model from its original design standards understands the probable consequences of those changes and either changes goals to reflect the model changes or changes the methods to address the goals by using techniques that are different from the ones used in the Kenan programs.

Often changes are made, however, without changing goals or techniques. A few examples of changes that are often made without replacing them with other methods or learning experiences are:

- In the Kenan Model both breakfast and lunch were provided to the families. The meals were served in the school food-service facilities at the same times as other children were

BEST COPY AVAILAB

served. Parents were expected to eat with the children and care for their child during meal time *using child-management practices that were consistent with school rules and expectations*. For most enrolled families, changes in parenting behavior was both a need and a goal. Merely changing the food-service practices of the program by either not having the meals or not having parents care for their children during the meals removed *one hour per day* of time when parents practiced the "parenting behaviors" they were studying under general guidance of the staff.

- Almost all enrolling parents had experiences in their schooling that left them uncomfortable in schools and fearful of work in schools. They usually did not go to schools with their children unless they were called to come because of some problem with their children. In a high-quality, school-based family literacy program the parents come to know teachers and administrators *as people*, not as positions. Their volunteer work in classrooms, libraries, playgrounds, and offices prepares them to work in schools in a variety of ways and results in a high level of comfort and confidence in working in schools.

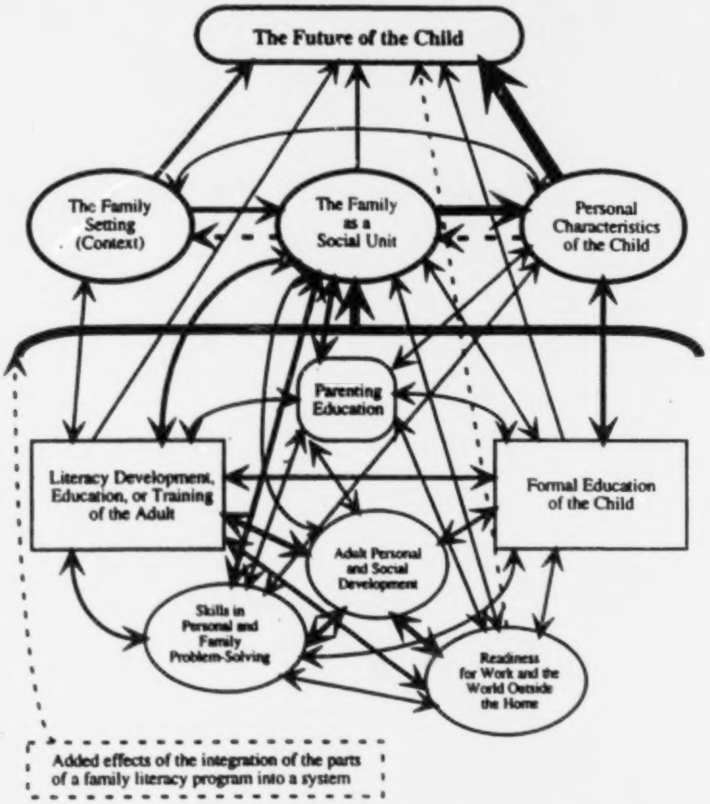

The Future of the Child
The Family Setting (Context)
The Family as a Social Unit
Personal Characteristics of the Child
Parenting Education
Literacy Development, Education, or Training of the Adult
Formal Education of the Child
Adult Personal and Social Development
Skills in Personal and Family Problem-Solving
Readiness for Work and the World Outside the Home
Added effects of the integration of the parts of a family literacy program into a system

Figure 2: The system of influence over the future of children, enhanced by a comprehensive family literacy program

- Preschool children in a high-quality family literacy program learn from and enjoy what they are doing. When the program is located in a school, they see themselves as "going to

BEST COPY AV

school," being successful, and enjoying what they are doing. In other words, they come to be successful in and to enjoy school even before they enter kindergarten. They enter kindergarten with a significant advantage over the way they would have been expected to enter if they had not experienced the success and enjoyment.

These and other benefits from having the program located in a school *can* be accomplished by programs located elsewhere, but in order for those outcomes to occur, the planners must recognize first what has changed in their model and then devise and implement some alternative ways to serve the functions successfully.

Based on the research findings in the field of literacy development (some of which is highlighted above and some presented to this Committee in testimony on July 10, 1997) and on the experiences with family literacy programs, NCFL and the designers of Even Start have adopted a model for comprehensive family literacy programs that reflects the following principles:

- Children will be successful in reading and in related literacy events if they have parents who:
    - value literacy in their lives and demonstrate the power of the literacy to their children;
    - obtain pleasure from literacy learning, and demonstrate that pleasure to their children;
    - engage in complex language usage with their children and use a rich variety of literacy activities with them;
    - demonstrate thinking about stories and story content in relation to their lives as part of the natural communication with their children;
    - make literacy materials available to their children in the home;
    - accept their children's age-appropriate attempts at oral and written language usage while the parents demonstrate use of standard forms of communication;
    - demonstrate high, but age-appropriate, expectations for their children's communications;
    - choose, and guide their children in choosing, print and non-print materials that are consistent with standards for beginning or developing readers and writers;
    - demonstrate pleasure from and value of playing with their children; and
    - demonstrate use of language as a tool to solve problems that occur during play events.
- Children who have the personal capacity to learn will be successful in schooling and in academic programs in school if they:
    - enter kindergarten ready to learn and developmentally ready for kindergarten relationships and tasks;
    - have parents who structure their lives (the children's) so they assume responsibility for their own learning;

- have parents (or adult caregivers) who model the value of education and who model benefits *they* receive from being educated;
- have parents who help their children with school and schooling; and
- have parents who become and remain engaged in the schools where their children attend.

Some further general principles or assumptions underlie the design and the practices of comprehensive family literacy programs. Among those are:

a. Children in low-literate families will have their literacy needs served best by a high-quality, developmentally-appropriate, early childhood program that is enhanced by parents who:
    - model the value of learning and being educated;
    - develop the capability and commitment to support and extend the school services in the home; and
    - participate in the schools and schooling of their children as the children continue through grades or years in schools.

b. Parents (or adult caregivers) need concrete experiences and significant reflective practice to develop the capability to use principles of child development, motivation, and support in their relationships with and support of their children. A cycle of "plan-do-reflect" is needed to result in their learning to use abstract concepts and principles.

c. Parents of the children served generally have not had success in schools nor favorable schooling experiences. Therefore, to become active in schools with their children, they need to experience successful relations with school people *as people* and not positions.

d. Parents model the worth of education and their own valuing of it indirectly by participating in an adult-education or training program while the children are in their own program and directly by their active participation in the parenting program component in which parents and children work together in the children's classroom (PACT time).

Comprehensive family literacy programs, including ones funded by National Even Start, are designed to reflect the principles and assumptions listed above and to accomplish the goals for the families that are needed for those conditions to be present in the family context. In some cases the changes in the families involve significant changes in the systems of meaning that operate in the home, including changes in assumptions about what is important to the individuals and family, what is possible to accomplish, expectations of relationships among members, and about how the individuals and family can go about accomplishing those things which are important.

Findings from Evaluation of Family Literacy Programs

Family literacy evaluation studies since my first with the Kenan Project in 1988 have generally followed the same approaches and included processes to provide a complex set of data containing different variables and data forms. The design typically included:

- pre-, mid-, and post testing of children and adults using COR and TABE respectively
- records of attendance
- records of withdrawals, including reasons for withdrawal
- quarterly interviews with assembled staff about each of the families
- quarterly interviews with assembled adults about their work and changes
- quarterly observations in the adult and child classrooms, including during PT and PACT time
- initial assessment of family characteristics, using entrance forms and interviews with staff and adults
- periodic follow-up studies of families, including individual interviews with adults, school records of children, interviews with current teachers of the children, and interviews with the assembled teachers of the family literacy program during the time the adults and children were enrolled

The follow-up studies of families usually included:

- Arranging with the local school district to conduct a follow-up study of children currently enrolled in their schools who attended the family literacy program.
- Preparing a list of all adults and their children who were enrolled in the program and remained enrolled long enough to consider them as participants.
- Locating all children who attended the Even Start programs and are currently enrolled in the school district.
- Using the procedures designed with the school district, obtain data for each child from their current records. Available data that are collected, among any others, include:
    - attendance
    - class academic records (grades or marks in academic subjects, attendance, or behavior)
    - record of academic progress or difficulty (repeating grades, for example)
    - special placements or records of special services received
    - test scores or other test performance records

  - disciplinary records
  - current address and telephone number (to use for contacting the adults)
- I or a key member of the local staff interview the current teachers of the children, either by prearranged telephone call or in person, asking about the performance of the child in their current class. Whenever possible the teacher is also interviewed about another child who is selected randomly from the class roll. I design the structure and process for these interviews, including forms with the questions and spaces for recording responses.
- I or a key member of the local staff contact the parents of the children by telephone and interviewed them using procedures and recording forms I prepare and supply.
- I analyze all data, make the interpretations, and prepare reports.

Findings from these studies have been complex, producing a great deal of information about the families who enroll in family literacy programs, the programs and their operations, the systems in which the programs operate, and the short-term and long-term effects on the families and individuals who participate. Among some of those findings that seem important to this Committee as it considers my testimony and the National Even Start Program are:

About the adults and children who enroll

1. Adults who enroll in family literacy programs are not homogeneous on characteristics that are important to:

- participation and engagement in programs,
- the types of services required to meet their needs; and
- outcomes that can be expected from their participation.

These differences are often very large among the adults within and among sites. In addition to general skills, cultural identity, and language, other factors on which they differ are:

- Degree of acceptance of social norms (social maturity)
- Commitment to change
- Hopefulness of change in self and personal conditions
- General self confidence and confidence that important change can occur
- Personal capability to learn and change, including personal and social barriers to change
- Supportiveness of environment
- Genuineness of relationships with children and other family members

2. Most enrolling families have histories of undereducation, underclass identity, and poverty. The system of meaning in the families tend to be those of the underclasses.
3. Intergenerational influences on children from families are a function of the personal characteristics of the individuals and the interaction of the system of meaning within the family and the social context of the family (See Figure 2 above for an illustration of this system of influence).
4. Almost all enrolling adults had unhappy experiences as students in K-12 schools, and most did not have personal identity with teachers or administrators while in school. Often experiences with administrators were to receive punishment. Even if the adults consider *education* to be important, many do not think of schools as good places to be—
   - As places where they are comfortable
   - As places where they can be successful
5. Before enrolling, most of the adults had few strategies for relating to, or working with schools in the education of their children; and they did not tend to initiate cooperative work with the schools.
6. Enrolling adults view forms of knowledge differently and require significant help and experience to understand that they can be the same.
   - "Academic" knowledge is viewed as received from school, factual, "correct", and of little value to everyday life or work except for "certification." Teachers and books are sources of academic knowledge. The have almost no understanding of the probabilistic nature of knowledge, indicating that they are unable to understand theories or principles —such as for child behavior or development— as "predictive" rather than "prescriptive."
   - "Common" knowledge is viewed as coming from experience of daily living or work and is the basic for personal competence. Personal experience, friends, or others in situations similar to their own are legitimate sources of common knowledge. Common knowledge is viewed as important to daily living and success. It, too, is factual, concrete, and situational.
7. The social maturity of a large percent of the adults is delayed. Carole Gilligan has described the "loss of voice" of girls as they grow into their early teen years and attempt to develop a sense of personal and social self. While most girls are able to adapt to that "loss" or accommodate it, most of the adults who enroll in family literacy programs are females who were extreme cases of "loss of voice." Most were unable to continue to develop personally and socially beyond the period of early adolescence. At the time they enroll, most are still at or near that level.

8. A large proportion of the adults did not have skills in personal, social, and family problem-solving that would be socially acceptable in workplaces or in "mainstream" society.
9. At the time parents enrolled a large percent showed little or no understanding of the role of parent as "teacher." Most had little understanding of characteristics of child development, nor did they understand the value of their language and interaction with the child on the child's development.
10. Many adults made the decision to remain enrolled in the programs almost daily with the outcome of their decision-making depending on the complex matters of their daily life. Almost all reported that their child who was enrolled with them served as a significant motivator for them to continue in the program. This uncertainty about whether they would continue or could be successful was ongoing despite their very high *desire* for change in their life and personal conditions.
11. The children who enrolled reflect conditions, norms, and values of the home setting even though they may be no more than 3- or 4 years old.
12. Some children, especially boys, seemed to value school attendance because it was symbolic of "being grown-up." That motivation must be replaced by intrinsic value if the children are to continue to value schooling as they enter school and other factors become powerful symbols of being grown-up —selling drugs, engaging in criminal acts, or being a gang member, for example.
13. Few adults had dependable support systems to take them through steps or stages in the change from their state when they enrolled to some alternative state which they desired.
14. Most of the adults had no history of setting important goals for themselves, working to accomplish the goals, and then accomplishing them. They need direct instruction and extensive practice to acquire these skills.

Findings About Conditions for Long-Term Program Effectiveness

Family literacy as a field of practice is relatively new, starting in a significant way with operational programs in the mid-1980s and expanding nationwide primarily as a result of funding by Even Start and later with other initiatives to expand or improve other national programs such as Head Start and Title I. Very few states and local service agencies have made the types of changes in their policy structures that integrate comprehensive family literacy programs into their systems of services. For the most part, family literacy programs, regardless of their primary funding, are "projects" that are dependent on continued outside funding for their continuation.

Indeed, given the systems of services that have developed in this country at all levels, the scope of the need for those services, and the levels of funding, there is little reason to expect that family literacy programs would have reached a status higher in the goal and service structures than they have. To be effective comprehensive family literacy programs require the integration of services across several agencies with traditions of separate service systems, including separate funding streams, policies, and systems of control. Those service systems — for example, social services, health services, welfare services, adult education, job training, or child services— have their own (usually different) norms for work, roles and expectations of worker and client, systems and standards for operations, and expected accomplishments that are well established. Furthermore, most of these systems currently are pressed beyond reasonable limits of work capacity and allocated resources to provide the primary services which their clients need. There is reason to understand, then, that they may not be willing to enter into cooperative arrangements that require redirection of their scarce resources to serve what they consider to be relatively few people who enroll in the family literacy "project" which has temporary, outside funding and support.

If family literacy programs are to be successful over the long run and installed into policy and service systems, I think several conditions are essential. Among those are:

1. The organization must adopt a Strategy for Change, a way to place the program into the system.
2. The organization must adopt Family Literacy Program Goals, including aligning resource allocation system and accountability system with goals.
3. The organization must adopt a Program Model and create conditions needed to implement the model.
4. The organization must adopt a Definition of the Target Audience.
5. The organization must adopt a Recruitment and Selection System, including accepting *responsibility* for recruitment and selection.
6. The organization must Create and Maintenance Organizational Conditions for Effectiveness, including providing a safe and supportive context in which the program can operate.
7. The organization must Provide an Effective System of Support and Auxiliary Services that includes business management, transportation, purchasing, personnel, food services, or others.
8. The organization should included staff in the regular personnel system with full-time positions and benefits. Lack of security and low compensation for work tends to result in a high turnover rate among staff.

Findings About Conditions for Quality of Program Implementation

In addition to the *organizational* conditions for effectiveness that should be met to a sufficient level, some program implementation conditions are essential for both short-term and long-term effectiveness. Among some of those are:

1. The components of high-quality family literacy programs should meet the design standards for high-quality "single-service" programs serving the same single-service goals and similar clients.
2. The program should operate with the expectation that *family* goals are the focus and primary purpose, and not individual-member goals at the expense of others.
3. All program components should be *linked* to intensify the total program experience by using the experiences in each component as content for learning and reflection in other components.
4. The overall instructional system for the adults (all parts) should reflect the design standards for teaching abstract principles to persons who are using concrete strategies for thought and action relating to the phenomena. This requires some form of reflective practice in which adults have opportunities to learn fundamental principles and concepts, plan activities to use them, reflect on their application, repeat the practice and reflection until they are adopted, then generalize the application to the setting in which the learning is important —perhaps the home— and reflect on that experience until the capabilities are acquired to the level desired.
5. Staff should be trained initially and through continuing development to implement integrated family literacy programs, including cross-training in the several disciplines used in the programs and in skills required for effective and efficient work in teams.
6. The program induction system should result in goal-taking by the families so the adults accept the ownership and responsibility for accomplishment of the goals they adopt.

General Findings About the Impact of Family Literacy Programs on the Literacy for Children[7]

My studies of family literacy programs have included a broad range of programs, irrespective of the sources of funding. Some findings have been consistent across all those programs, including some that were Even Start Programs. Among the general findings related directly to child learning or to the development of family conditions that are believed to be essential to best literacy development and success in schooling of the children are:

- Literacy-related activities by the children alone and by the parents and children together increased substantially after participating in the family literacy programs, even after periods as short a six months. Among the key indicators of these increases are:

---

[7] For more elaboration of these findings and on findings for the adults and family, see the papers that I have prepared for NCFL, *The Power of Family Literacy* and *The Power of Even Start*.

  - The *variety* of reading and writing activities by the parents with their children increased significantly;
  - The *variety* of reading and writing materials kept in the homes increased significantly;
  - The *complexity* of the language the parents use with their children increased significantly.
  - Children's requests for their parents to read with them increased significantly;
  - Book and magazine reading by the children increased by over 80% to more than once a day;
  - Book reading by parents with their children increased by nearly 70% to about once a day;
  - Library trips more than doubled to once every 2 to 3 weeks;
- Children made significant gains in development and readiness for kindergarten while in the program, and a high percent of these "at risk" children were ready for kindergarten when they entered.
- Parents become engaged and remain engaged in the schooling of their children.
- Children are successful in their schooling up through grade school, as indicated by:
  - ⇒ Test scores that are at or above average,
  - ⇒ fewer children that are placed in special-needs programs or retained in grades than expected for the population they represent, and teachers rate over 75% of the children above class average on:
    - academic performance
    - motivation to learn
    - support from family
    - relations with other students
    - attendance
    - self-confidence
    - probable success in school

From a follow-up study that I conducted early in 1997 of over 500 families who attended Even Start Programs that were selected because they conformed to the general standards for quality described in sections above, the clear pattern of results that I found in all follow-up studies emerged again. Among those findings are:

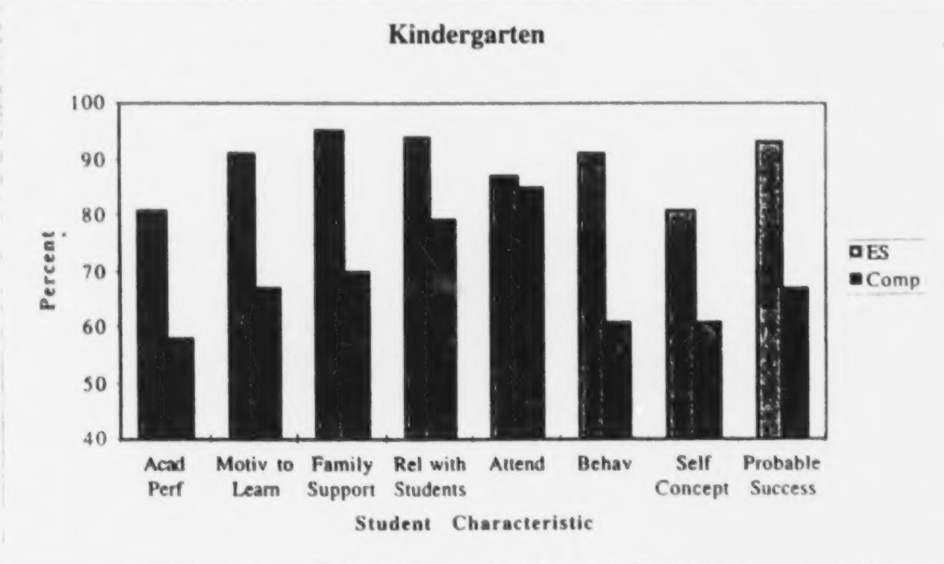


Figure 3: Percent of kindergarten children who are rated by their current teacher as average or above

- Children who participate in well-implemented Even Start programs are ready to enter kindergarten when they reach that age as revealed by teacher judgment of their performance during that year. (See Figure 3 for a comparison of the children who attended Even Start preschool programs with randomly selected children from their class.)
- Children who participate in well-implemented Even Start programs continue to perform well in the third grade as indicated by teacher comparisons of them with other children in their classes. (See Figure 4 for a comparison of these children with randomly selected children from their third-grade class.)
- Children who participate in well-implemented Even Start programs perform well in academic subjects in grade school as indicated by class grades or other marks reported by their teachers and included in permanent records. (See Figure 5 for a comparison of the children who attended Even Start preschool programs with randomly selected children from their class.)
- Children who participate in well-implemented Even Start programs are no more likely to be in special education classes or receiving any kind of special services or attention than the general population of children, even though they would have been expected

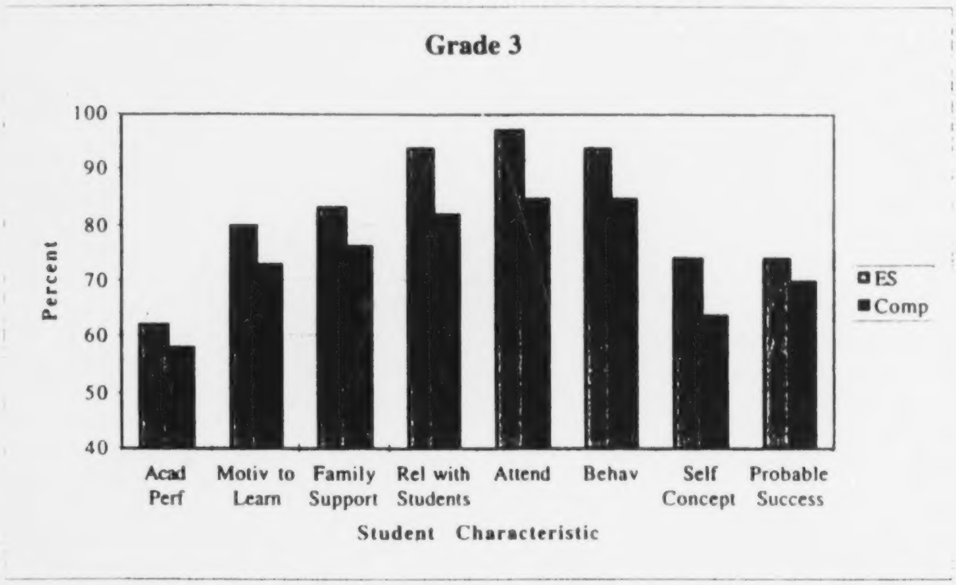


Figure 4: Percent of third-grade children who are rated by their current teacher as average or above

based on their demographic characteristics to be disproportionately represented among those requiring special services.

These ratings by teachers are especially impressive for Even Start children who are in kindergarten. In that year over 80% of the children were rated at or above the class on all factors rated. That percent is markedly higher than the comparison group of children on all factors except attendance, which teachers reported not being problematic for any children. That pattern of teacher ratings indicates clearly that the Even Start children are, indeed, entering kindergarten ready to learn. This is a remarkable effect. Two major studies (by Carnegie Corporation and the Southern Regional Education Board) of school readiness reported that at least 35% of *all* children entering kindergarten are not ready to learn when they enroll. The "disadvantaged" children who attend Even Start programs would have been expected to comprise a large proportion of those who were not ready.

Furthermore, the Even Start children remain higher-rated in the third grade than the comparison group even though some percentages are lower than for children in kindergarten. In the third grade over 70% of the Even Start children are rated at or above their class on all factors except academic performance, which has 62% with that rating. Over 80% of the children receive that rating on five of the eight factors rated. An almost identical pattern of ratings as for grade three continues for the Even Start children in grades four and five.

Further evidence of success of Even Start children in their academic programs was revealed through school records of test scores and "grades" or other academic reports by teachers. Over 80% of the Even Start children received satisfactory grades or teacher reports in reading, language, and mathematics. This percentage is higher than for the sample of "normal" children, particularly in language which is over 15% higher.

Test scores from the student files revealed even more compelling evidence of the success of Even Start children in academic performance. The percentage of Even Start children who were at or above average (defined as 40th percentile or above) was:

- 84% in reading
- 88% in language
- 83% in mathematics.

These percentages are higher than among the "normal" children who had approximately 50% at the average level or above.

From these data it seems clear that a very large percentage of children from high-quality Even Start programs are fitting into their classrooms well and are having positive educational experiences. This is a far different picture of schooling performance and participation than the one painted for children with family characteristics such as these by the Carnegie and SREB studies.

Even more evidence of the successful schooling of children who attended Even Start family literacy programs (and direct economic value) came from school records. Data relating to needs for special services indicate that children from the Even Start family literacy programs require no more special services than the percent expected for the *general* population —a rate of special need that is especially impressive considering that the families of

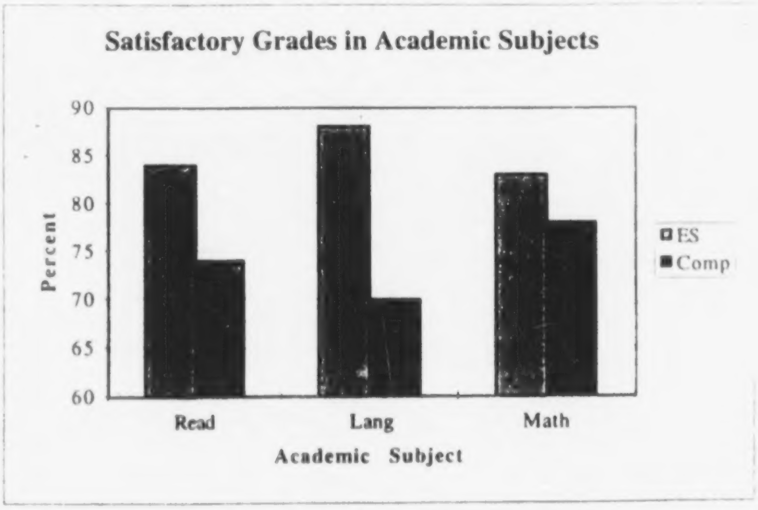


Figure 5: Percent of Even Start children receiving "grades" of satisfactory or above

these children represent segments of the general population that traditionally have the greatest rate of special needs. Particular findings are:

- 3% have been placed in special-education programs
- 1% have been placed in special programs for the gifted
- 1% have been retained in a grade
- 8% are enrolled in Title I programs
- 4% have received speech therapy (most often children with English as their second language)
- 10% have been enrolled in special language programs for children with English as their second language)[8]

Suggestions for Improvement of Even Start Programs

My comments in the sections above should indicate an impression that family literacy programs are complex systems of services, addressing a complex population of families and needs, and producing a complex set of results. I have also tried to indicate a continuing belief based on my research experiences that the comprehensive family literacy model program disseminated by NCFL and reflected in the *Guide to Quality Even Start Family Literacy Programs* will produce significant positive results for the parents, children, and families *when it is implemented well*. However, my own studies and the reports of national evaluations of Even Start Family Literacy programs demonstrate clearly (to me) that a significant percent of the programs are not of high quality, both among sites and within sites from year-to-year.

I am convinced that the family literacy *program model* described above has a high degree of validity in respect to the theoretical foundations in fields of instruction, learning, and development. Furthermore, I am convinced that when the model is implemented as designed (or with careful variations to reflect particular needs, strengths, or other conditions), it will achieve both the short-term and long-term goals set for it. However, much needs to be done to get the quality of implementation to the level that it needs to be for overall Even Start outcomes to be what they should be and might be.

Among recommendations I make for improving Even Start Family Literacy Programs are:

---

[8] This percent is higher than for the general population, but consistent with the high percent of Hispanic families enrolled in the Even Start programs that were included in the study.

1. Review all Even Start legislative and policy materials to assure that sites are not restricted or significantly hindered from providing the forms of services that are generally considered within the professions as essential to serve the needs of the clients for the goals which they set or which are set for them. In this review, recognize that the adults and families enrolling do not comprise a homogeneous set. They vary significantly on factors that have important implications for the types of services they need before they can achieve their goals, the goals that are reasonable to expect for them, and the amount of time that will be required to make significant changes. Many of the changes that are expected involve personality factors or family and community "cultural" characteristics that are extremely difficult to change and usually require significant time periods for the changes to occur.
2. Make changes in the legislation and policy materials to help states develop both the will and the capacity to implement family literacy programs with the level of quality needed for consistent effectiveness. Assuming that family literacy programs generally are considered as "projects" with short-term life depending on external funding, significant policy changes are needed within states to adopt the family as the client and to expect that agencies will rely on collaboration among themselves as norms of practice and operation to serve the families.

   Note here that I have suggested "helping states develop the capacity" to implement high-quality programs. As was stated above, there is a high level of turn-over of staff in family literacy programs. That turn-over is not limited to site staff. There is also frequent change in the state-level staff who oversee Even Start programs. These turnovers are partly a result of the low status (and often part-time) given to the positions within the state agencies. These turn-overs cause instability of Even Start programs at both the site and state levels.

   Consider options that encourage the states to institutionalize family literacy within their service and goal systems. This might include such options as:

   - having legislatures provide matching funding (rather than local sites) for the Even Start programs in their states by making their own legislation and regulations allow for and encourage family literacy as a system of services by their agencies
   - encouraging states to combine the resources for local evaluation into a state strategy that both serves the local-site and state needs for information and quality assurance
   - adopt a national strategy for providing ongoing technical assistance and training for state agencies involved in implementing Even Start family literacy programs that will encourage, among other things, developing systems within the states to develop, sup-

port, and disseminate high-quality family literacy programs consistent with the Even Start standards

- reconsider the 4-year funding strategy. Encourage states to consider plans for adoption of family literacy including such options and maintaining a core set of model sites for dissemination purposes that may receive special funding on a continuing plan.

3. Support national evaluation and research studies that will not only assess, in a general sense, the services provided and the impact of program implementation, but also determine the models of services that actually are being used and assess their quality and impact. These studies should be designed to provide recommendations for standards for program models and quality of implementation.
4. Review legislative and policy materials to determine whether any prescriptions of methods or arrangements are being made that are not important to the Even Start program purposes. Remove any prescriptions that are not necessary. For example, home visits are prescribed. Home visits are methods for achieving some purpose or purposes, they are not the purposes themselves. While home visits *can* be and important method to serve some purpose, there are many other ways to serve those same purposes. Some of those other ways may be far more efficient in many cases, and in others, far more appropriate. That should be an option left to local program designers, and not required by national standards.
5. Focus legislative and policy attention on the wide disparity in the models of services implemented with Even Start funding and the wide range of quality of program implementation. Conduct investigations of why sites implement the models they do and develop the capacity at the national, state, and local levels to adopt models with high levels of validity and then implement them. Reduce focus of attention on the question of whether the program model disseminated by Even Start is valid, and focus more on getting it implemented to the levels of quality needed for effectiveness.

   This same pattern of low fidelity of site services with the model design is being found in the UK as it attempts to expand family literacy services as a national strategy. Recent discussions with Dr. Brooks indicated a significant interest in the UK in cooperating with researchers and program developers in the US to address this matter of serious concern in both countries.

5. Recognize that well-implemented family literacy programs can be an important program option to meet the needs and goals of welfare reform. Not only have the high-quality Even Start programs been effective for helping the adults enter the workforce, but also a focus on the workplace *can* be used to improve the quality of the Even Start programs. It

is well-known within the field of education that learning occurs more efficiently and effectively if it is grounded in a meaningful context. Traditional adult education on English Language programs, of the type commonly used in Even Start programs and in the general fields, do not ground the content in meaningful contexts. Placing the skills and language being studied in a workplace context would serve that purpose. Some studies within the field (notably those by Tom Sticht and his colleagues) have shown clearly that when the basic skills are studied within the workplace context, both the job-specific learning and general learning occurs at a level much beyond what they do in conventional instruction of the "GED preparation" form.

6. Support research or evaluation studies to document models or encourage development of models of family literacy services for children in kindergarten or above that can be supported by Title I funding. A significant barrier to adoption of the model within traditional grade schools is the lack of techniques that can be used to fit the services into regular school schedules and services.
7. Support research or evaluation studies that will determine the particular program objectives that are needed for family literacy programs to serve best the short-term and long-term purposes of the programs.
8. Don't press Even Start for answers to questions of impact before enough time has passed for the effects to have occurred, or change questions of impact after the programs have been implemented and expect the programs to produce those effects as if they had been designed for those purposes rather than others.

Committee on Education and the Workforce

Witness Disclosure Requirement — "Truth in Testimony"
Required by House Rule XI. Clause 2(g)

Your Name: Andrew E. Hayes		
1. Are you testifying on behalf of a Federal, State, or Local Governmental entity?	Yes	No X
2. Are you testifying on behalf of an entity other than a Government entity?	Yes	No X
3. Please list any federal grants or contracts (including subgrants or subcontracts) which you have received since October 1, 1994. I have received no federal grants or contracts since October 1, 1994.		
4. Other than yourself, please list what entity or entities you are representing. I am not representing any entity other than myself. However, I do work for National Center for Family Literacy (NCFL) as Consulting Director of Research. This work is done as a grant to the University of North Carolina at Wilmington (UNCW) where I hold a faculty position. The research and evaluation projects on which I base my testimony were sponsored by the NCFL and conducted under its grants to UNCW.		
5. If your answer to question number 2 is yes, please list any office or elected positions held or briefly describe your representational capacity with the entities disclosed in question number 4: I am not testifying as a representative of any entity other than myself, however I worked with NCFL as External Evaluator for its Kenan Trust Family Literacy Project during 1989-91 and worked full-time in the NCFL office as Director of Research under a grant to UNCW during 1996 while I was on Reassignment (sabbatical) Leave from the university.		
6. If your answer to question number 2 is yes, do any of the entities disclosed in question number 4 have parent organizations , subsidiaries, or partnerships to the entities for whom you are not representing?	Yes	No
7. If your answer to question number 2 is yes, please list any federal grants or contracts (including subgrants or subcontracts) which were received by the entities listed under question 4 since October 1, 1994, including the source and amount of the grant or contract: I am not testifying as a representative of any entity other than myself, but NCFL, for which I serve as Consulting Director of Research, has received a grant from the National Institute for Literacy. I have work responsibility on that project — Adult Learning System Reform and Improvement: Stage II Collaborative Development of Equipped for the Future - Role of the Parent or Family Member. Grant amount is $249,650.		

Signature: Andrew Hayes

Date: 24 July 1997

ANDREW E. HAYES

389 Semmes Drive
Wilmington, North Carolina 28412-7192
(910)799-8044

Department of Specialty Studies
University of North Carolina at Wilmington
601 South College Road
Wilmington, North Carolina 28403-3297
(910)962-3353 Phone (910)962-3609 FAX

DEGREES

Ed. D	Major	Educational Administration	1972	University of Georgia
	Minor	Educational Research, Information Systems, and Computer Applications		
M. A	Major	Educational Administration	1966	Louisiana Polytech. Inst.
	Minor	Mathematics Education		
B. S	Major	Mathematics Education	1962	Louisiana Polytech. Inst.

POSITIONS HELD

Assistant/Associate Professor	1976 to Present	UNC-Wilmington, Dept. of Specialty Studies in Education
Director of Research (On leave from UNCW)	1996	The National Center for Family Literacy
Chair, Department of Specialty Studies	1993 - 1995	UNC-Wilmington
Assistant Professor of Education	1975 - 1976	UNC-Chapel Hill
Assistant Professor of Education and Associate Director for Program Planning and Evaluation	1972 - 1975	The Technical Assistance Development System (TADS) UNC-Chapel Hill (Joint Appt.)
Instructor, College of Education and Co-Director, The Educational Research Lab.	1969 -1972	University of Georgia
Research Assistant, College of Education	1967 - 1969	University of Georgia
Administrative Assistant and Assistant Principal	1963 -1967	Dougherty Senior High Albany, Georgia
Mathematics Teacher	1962 - 1967	Dougherty Senior High Albany, Georgia

SELECTED LEADERSHIP EXPERIENCE

1996	Director of Research, The National Center for Family Literacy. Served in this position full-time during the year while on Reassignment Leave from UNCW. Continuing to work with NCFL as Consulting Director of Research.
1993-95	Chair, Department of Specialty Studies, Watson School of Education, UNC-Wilmington. A department comprised of 13 full-time faculty members and programs in educational administration and supervision, educational foundations, and secondary education.
1988-92	Principal Investigator, William R. Kenan, Jr. Charitable Trust Family Literacy Project Evaluation. Responsible for planning, coordinating, and implementing an evaluation for the Family Literacy Project operating in four sites in North Carolina and three in Louisville, Kentucky.

1983-84 Principal Investigator for a project to develop a model for implementing the general-education component of the NC Quality Assurance Program, under contract with the North Carolina Department of Public Instruction.

1982-83 Co-chair of a state-wide task force to develop standards for general education, and standards and procedures for admission to teacher education in institutions in North Carolina..

1974-76 Planned, coordinated, and implemented (with W. C. Self) two off-campus Specialist's Degree Programs in educational administration for UNC-Chapel Hill, with combined enrollment of 125 students.

1972-75 Associate Director for program planning and evaluation for the Technical Assistance Development System (TADS), The Frank Porter Graham Child Development Center of UNC-Chapel Hill. Planned and coordinated technical assistance in project planning and evaluation to approximately 150 federally-funded demonstration projects and to thirty states on state planning for education of young handicapped children, including development of model state plans and assisting the states in adoption of these models.

1969-72 Co-director (with Robert Rentz) of the Educational Research Laboratory of the College of Education of the University of Georgia. Provided and coordinated research and computing assistance to approximately 350 faculty and their doctoral students. Also conducted institutional research for the University System of Georgia, producing annually the prediction materials used by the admissions offices and assisted in the development and implementation of the Regents Testing Program.

1963-67 Assistant Principal of Dougherty Senior High School in Albany, Georgia. As the only assistant, I helped the principal in the move into a new building, and in all aspects of school management and operations.

TEACHING EXPERIENCE

1976- At UNC-Wilmington, undergraduate courses in instructional design, evaluation, and applications of computers in instruction; and graduate courses in decision-making, project design and evaluation, educational research, measurement, and school law.

1975-76 At UNC-Chapel Hill, principal instructor (with W. C. Self) in two off-campus advanced administrator certification programs for 125 school principals and supervisory personnel. This complete, two-year graduate program was planned and implemented under contract with the school systems to address problems and needs of the schools and school systems of the participants through development of particular leader capabilities.

1972-76 At UNC-Chapel Hill, research methods and organizational theory.

1969-72 At the University of Georgia, administrative and instructional applications of computers, and decision-making in education.

1962-67 At Dougherty Senior High School in Albany, Georgia, algebra, geometry, mathematical analysis, and probability and statistics.

SELECTED WRITING

"The Power of Family Literacy" (1996) and "The Power of Even Start" (1997). Two papers written based on national follow-up studies of families enrolled in programs. Text and content was used for the two NCFL publications, *The Power of Family Literacy* and *Even Start*.

"Even Start Family Literacy Programs: Their impact on families" in *Window on the world of family literacy*. Volume 2, Number 4, 1997 (in Press).

"Family Literacy as a Strategy in Welfare Reform" in *Window on the world of family literacy*. Volume 2, Number 1, pp. 11-15, 1996.

"After Family Literacy Programs: A Look at the Children in Grade School" in *Window on the world of family literacy*. Volume 1, Number 3, pp. 12-17, 1996.

"Longitudinal Study of Family Literacy Program Outcomes". Commissioned paper prepared for a research symposium sponsored by OERI-USDOE, Washington, DC, September, 1995. Published in full with other commissioned papers in the proceedings, Benjamin, Ann L. and Jerome Lord *Family Literacy: Directions in Research and Implications for Practice*. OERI-USDOE. US Government Printing Office, January, 1996.

"Understanding the Challenge of Implementing TQ in Education: The Education System as a Business Metaphor" (With Richard A. Engdahl). Paper presented during the 25th Annual Information Exchange of the Organizational Development Institute and published in full in Conference Proceedings. May, 1995. Now in press in a professional journal.

"A Comparison of the Structural Elements of Drama as Education with Selected Conceptual Frameworks for Instructional Design". Paper presented during the Annual Conference of EERA, 1988, and for International Conference on Drama as Education, Lancaster, England, July, 1993.

"Family Literacy Programs: What's required to make them work". Paper presented during the Annual Conference of AERA, 1990, and during the First Annual National Conference on Family Literacy, 1992.

"A Taxonomy of Undereducated Adults". Paper presented during the Annual Conference of EERA, 1990; and published and distributed nationally by The National Center for Family Literacy.

"The Process of Decision-Making as a Framework for Analyzing and Defining Teacher-Education Programs". Paper presented during the Annual Conference of EERA, Miami Beach, 1986.

"A Model for the Specification of Variables and Relationships for Research on the Effectiveness of Schools and Schooling" (with William J. Johnston). Paper presented during the Annual Conference of the EERA, Miami Beach, 1986.

Problems In School Board - Superintendent Relations (with Robert Pittillo, William Self, and Carole Smith). Final Report of a state-wide study conducted under contract with the State School Boards Association and the North Carolina Association of School Administrators. Paper presented during the Annual Conference of the EERA, 1983; and during a series of workshops for school boards and superintendents in North Carolina.

"Administrative Theory: Ways of Knowing, and Barriers to Communicating and Knowing". Paper presented during the Annual Conference of AERA, New York, 1982.

"The Organizational Climate of Schools: Some Effects on Students and Classrooms". (with Wallace K. Pond). Paper presented during the Annual Conference of the EERA, 1980.

"The Application of Gagné's Functions of Instruction and Types of Learning in a System for Evaluation of Performance of Professors" (with Norman E. Ellis). Paper presented during the ETS Southeastern Invitational Conference on Testing and Measurement, Greensboro, NC, 1980.

Educational Technology, Organizational Structure, and Teacher Perceptions of Effectiveness (with Roy E. Harkin). Final Project Report, NIE Grant # NEG-00-3-0038. Paper presented during the Annual Conference of the EERA, 1979, and During the Annual Conference of the AASA, 1983.

"The Relationship Between the Division of Responsibility Between the Superintendent and Board of Education and the Characteristics of the Community in Which They Serve" (with Bruce McGraw). Paper presented during the Annual Conference of the EERA, 1979.

"Outreach Project Evaluation". in William W. Swan (ed.), *HCEEP Outreach: Selected Readings,* Thomas Buffington and Associates, 1978.

"The Broken Icon: or, Whatever Happened to Theory" (with Andrew W. Halpin). in Cunningham, Luvern L., Walter G. Hack, and Raphael O. Nystrand (eds.), *Educational Administration: The Developing Decades,* McCutchan Publishing Company, 1977.

"Cost Analysis: A Model for Programs for the Handicapped." White Paper for the USOE BEH. The Technical Assistance Development System, Chapel Hill, 1974.

Planning and Programming for Handicapped Young Children - 1974 (with Norman Ellis). Monograph. The Technical Assistance Development System, Chapel Hill, 1974.

Evaluation: An Annotated Bibliography of Published and Nonpublished Tests and Questionnaires for Use With Children and Parents. Monograph. The Technical Assistance Development System, Chapel Hill, 1973.

Program Planning and Evaluation (with James Gallagher and Richard Surles). Monograph. The Technical Assistance Development System, Chapel Hill, 1973.

"A Reappraisal of the Halpin-Croft Model of the Organizational Climate of Schools". Paper Presented During Annual Conference of AERA. New Orleans, 1973.

Project Development for Improvement of Staff in Institutions for Delinquent Children (with Andrew W. Halpin and James B. Kenney). Final Report USOE Project # 204843, 1969.

WRITING IN PROGRESS

Family Literacy: Theoretical Foundations and Empirical Experiences. A book intended to define central concepts, systems of intervention, and systems of influence over children. Theoretical foundations for these concepts and systems, and for training will be included. The completion date for the manuscript is December, 1997.

"Implementing Family Literacy Programs in Hawaii." A training manual for Hawaii Family Literacy programs, based on the five-year evaluation study of the pilot programs in Hawaii. Writing of this document has been completed. Preparation for publication is underway.

Evaluation in Family Literacy Programs. This document has been completed as a training manual for the National Center for Family Literacy and is being developed for publication as a book.

Equipped for the Future. (With Sondra Stein) This work will include a series or articles and special issues in professional journals and will document the standards-development work and results for the various audiences for national standards for adults. The work is being done as part of the Equipped for the Future National Standards-Development Project sponsored by the National Institute for Literacy.

TEACHERS: THE KEY TO HELPING AMERICA LEARN TO READ
Table of Contents

STATEMENT OF ANN W. MINTZ,ELEMENTARY LANGUAGE ARTS FACILITATOR, THE HOWARD COUNTY PUBLIC SCHOOL SYSTEM, HOWARD COUNTY, MARYLAND 390

STATEMENT OF DEBRA WAKEFIELD, PRIMARY GRADE TEACHER, DEL NORTE UNIFIED SCHOOL DISTRICT, CRESCENT CITY, CALIFORNIA 393

STATEMENT OF KIMBERLY WILSON, GRADUATE STUDENT, AMERICAN UNIVERSITY, WASHINGTON, D.C. 395

STATEMENT OF LAURA D. FREDRICK, PH.D., ASSISTANT PROFESSOR, GEORGIA STATE UNIVERSITY, ATLANTA, GEORGIA 397

STATEMENT OF BETH S. CHECK, SUPERVISOR OF READING/LANGUAGE ARTS PK-5, NEWPORT NEWS PUBLIC SCHOOLS, NEWPORT NEWS, VIRGINIA 399

STATEMENT OF LOUISA C. MOATS, Ed.D., D.C. DIRECTOR, NICHD HOUSTON/WASHINGTON D.C. EARLY INTERVENTIONS PROJECT, WASHINGTON, D.C., AND DIRECTOR OF TEACHER TRAINING, THE GREENWOOD SCHOOL, PUTNEY, VERMONT 401

Appendix A – OPENING STATEMENT OF THE HONORABLE BILL GOODLING 435

Appendix B – WRITTEN STATEMENT OF MRS. ANN MINTZ 439

Appendix C – WRITTEN STTATEMENT OF MRS. DEBRA WAKEFIELD 449

Appendix D – WRITTEN STATEMENT OF MS. KIMBERLY WILSON 463

Appendix E – WRITTEN STATEMENT OF DR. LAURA FREDRICK 469

Appendix F – WRITTEN STATEMENT OF MRS. BETH CHECK 493

Appendix G – WRITTEN STATEMENT OF DR. LOUISA MOATS 505

Appendix H – WRITTEN STATEMENT OF MS. NANCY THOMPSON 567

Appendix I – MATERIALS SUBMITTED BY THE HONORABLE BOBBY SCOTT 573

Wednesday, September 3, 1997
House of Representatives
Committee on Education and the Workforce
Washington, D.C.

The Committee met, pursuant to call, at 10:30 a.m. in Room 2175, Rayburn House Office Building, The Honorable Bill Goodling [Chairman of the Committee] presiding.

Present: Chairman Goodling, Representatives Petri, Barrett, Hoekstra, Riggs, Norwood, Clay, Kildee, Martinez, Roemer, Scott, Romero-Barcelo, Fattah, Hinojosa, Kucinich.

Staff Present: Lynn Selmser, Professional Staff Member; D'Arcy Philps, Professional Staff Member; Andrea Weiss, Legislative Assistant; Dr. June L. Harris, Minority Education Coordinator; and Alex Nock, Minority Legislative Associate.

Chairman **Goodling**. Today's hearing will explore one of the key components of teaching children how to read: the pre-service and in-service training provided to teachers in how to teach reading.

As a former educator, I know from experience there are several factors which must be present for children to learn to read as early as possible once they enter school.

First, it is key that children come to school with a love of reading, nurtured at home by parents who read to them and instill in them the importance of reading -- both for enjoyment and for learning.

Second, it is important that each and every teacher who teaches children how to read knows how to teach beginning reading.

In this regard, we have to be sure that our teachers are well prepared to teach reading. As such, we must ignore the fads and instead base reading instruction on reliable, replicable research on how children learn to read.

While the Administration has placed an emphasis on tutors as the key to teaching every child to read well by the end of third grade, I believe you have to look first to the foundation on which children build their reading skills. We need to ensure each child receives the best possible reading instruction as soon as they enter school, and before if possible. We also need to work with the parents of children to ensure they themselves have the literacy skills necessary to read to their children and to help their children learn to read in the home setting.

While volunteers can help children learn to read by building on the reading instruction provided by the classroom teacher, we need to ensure that each classroom teacher is doing their job to help each child learn to read. This best can be accomplished by ensuring they receive the best possible training regarding how to teach children to read -- both before they become teachers and while they are teaching.

I look forward to hearing from today's panelists who will provide us with the benefit of their personal experience with respect to the importance of professional development for teachers of reading.

I would call on the ranking member, Mr. Clay.

Mr. **Clay**. Thank you. Mr. Chairman, since many of our nation's children are heading back to school this week, I am particularly pleased to join you and the Committee in the third of a series of hearings on child literacy.

The aim of these hearings is to develop a framework for producing bipartisan legislation consistent with the President's literacy proposals. I commend you, as Chairman, for today's particular focus on the role and responsibility of teachers.

Today there are more than 3 million elementary and secondary school teachers in our schools. These individuals have the unique responsibility to empower our children with the knowledge and skills they Need to compete in today's global marketplace. The ability to read is one of those vital skills. Obviously, to be effective, teachers must first have the proper knowledge and experience to teach reading effectively.

Fortunately, President Clinton has exhibited true leadership in combating low literacy rates through his "America Reads" proposal, which my Democratic colleagues and I are proud to have introduced the Clinton proposal earlier this session. Through this legislation, the President has put structure to a consistent vision of our Administration: accessing the power of individuals and their communities.

"America Reads" would use parents, volunteers, and community-based organizations to supplement the existing efforts in our nation's classrooms aimed at enabling children to master reading. Through the partnerships that are being developed in the fourteen "America Reads" pilot projects, we have already seen the positive benefits of this comprehensive community network approach. The President has raised the nation's awareness of these issues and created the framework for our discussion today.

The Republican majority has begun the process of developing a legislative proposal that would receive the funding reserved for the "America Reads" program in the Labor-HHS Appropriations bill. And I want to commend you, Mr. Chairman, for reaching out to our side to develop a bipartisan literacy initiative.

So, thank you, and I look forward to the testimony from today's witnesses.

Chairman. **Goodling**. Thank you. Will you come to the table and I will introduce you as you are coming to the table.

BEST COPY AVAILABLE

Mrs. Ann Mintz has served as the Instructional Facilitator of Elementary Language Arts for the Howard County Public School System in Howard County, Maryland, for the last five years. A former classroom teacher, the responsibilities of her current position include: interviewing candidates for elementary teaching positions in the county; observing non-tenured teachers; and supervising 40 elementary reading specialists; planning for and managing the implementation of the elementary language arts curriculum.

Mrs. Debra Wakefield, who will be introduced by Mr. Riggs.

Mr. **Riggs**. Thank you, Mr. Chairman. I hope you didn't forget my name during the August recess. It's good to be back. Good to see my colleagues. And it is indeed a real pleasure to introduce my constituent, Debra Wakefield. Debbie is a long-time, very experienced classroom teacher. I must say that I think her perspective and the perspective of teaching professionals in helping us craft a new federal literacy initiative is going to be extremely helpful.

I was able to host two literacy summits in my Congressional district during the August recess. In fact, Lynn Selmser of our staff was able to join me at both of those summits and I found the input of our participant witnesses, including Ms. Wakefield, to be very, very helpful as we turn our attention to crafting the Republican alternative, which I hope will become the bipartisan vehicle to authorizing the, the money that is already been set aside by the budget agreement for a federal literacy initiative.

As I mentioned, Debbie has been teaching primary grades in California for over 20 years. She has taught kindergarten through third grade and is also a Reading Recovery Specialist. She has been a Mentor Teacher, a Master Teacher, and is currently the Literacy Coordinator at her school site in Del Norte County, in far northwestern California, right up there by the Oregon border. Ms. Wakefield graduated from California State University at Chico with a degree in Psychology. She received her teaching credentials from Cal State-Chico. She received her reading recovery training from St. Mary's College in Moraga, California, which I also attended, and is currently a part of the California Early Literacy Learning Project at California State University in San Bernadino. In 1991 she was selected by her peers as a S.T.A.R. Teacher, and that stands for Superior Teachers Are Recognized. In 1995 she was appointed to be a member of my Congressional--the First Congressional District Council on Education. This committee advises me, as Subcommittee Chairman for Education of primary and secondary education, on educational issues. In 1996 she was recognized by her school as their Teacher of the Year and was also recently presented with a Congressional Recognition Award for her work with literacy in Del Norte County. So, we welcome her to Washington, D.C., and look forward with great anticipation to her testimony. Thank you, Mr. Chairman.

Chairman **Goodling**. Ms. Kimberly Wilson is currently working toward a Master of Arts in Educational Leadership at American University. She is also the Clinical Director for the Lindamood-Bell Learning Processes Center here in Washington, where her responsibilities include conducting outside training for education professionals in the

Washington area, evaluating and diagnosing the educational profile and learning potential of clients, and coordinating the treatment of children and adults with learning disabilities. Welcome.

Dr. Laura Fredrick will be introduced by Mr. Norwood.

Mr. **Norwood**. Thank you, Mr. Chairman. Mr. Chairman and Members, I take great pleasure in introducing to you Dr. Laura Fredrick of Atlanta, Georgia. Dr. Fredrick is an Assistant Professor at Georgia State University and is presently doing research with at-risk students in the Atlanta metropolitan area. She has years of experience as an early elementary school teacher and was also was a writer for "Performance Management Magazine" and a private consultant with the Georgia Tech Research Institute. Her Ph.D. is in Education Psychology, which she received from Georgia State University. I was privileged, Mr. Chairman, to have Dr. Fredrick testify at the Education at a Crossroads hearing held in Milledgeville, Georgia, earlier this year. She has a very keen understanding of how children learn to read and is also quite knowledgeable on the existing scientific research into these matters. I can report to my colleagues that this is one university professor whose testimony you will find very clear and telling. Laura, we are delighted to have you in Washington today. Thank you. Mr. Chairman.

Chairman **Goodling**. Mrs. Beth Check will be introduced by Mr. Scott.

Mr. **Scott**. Thank you, Mr. Chairman. I want to thank you for holding this important hearing on teachers and how we can help America read. I would like to take the opportunity to welcome Beth Check, the Supervisor of Reading and Language Arts for the students in pre-kindergarten through fifth grade for my home town of Newport News. I have mentioned several times in hearings how well we have been doing in several of the schools and I am delighted that she can come to share our success. Mrs. Check has worked with the Newport News School System for many years. She has worked with the Newport News system in the capacity as a classroom teacher, a reading resource teacher and, most recently, for the past four years, Supervisor for Reading Programs. In addition to her service in the Newport News Public Schools, she has also dedicated her time and energy in mobilizing the community to help students become better readers. She was one of the original founders of the Newport News Tutoring Consortium, a community-based partnership between neighborhood churches and schools. Since 1989 this program has helped train over 250 tutors and now serves 19 elementary schools. Indeed, one of the members of the consortium, Hidenwood Tutoring Team, received recognition from President Bush as one of his 931st Point of Light Award. I look forward to Mrs. Check sharing with my colleagues what we have learned. We have done an extremely good job in Newport News. Magruder Primary School, for example, in 1991 to '92 had one percent of the second-grade students at or above grade level. Today 80 percent of the second-grade students are reading at or above grade level. McIntosh Elementary School students at grade level went from 42 percent to 93 percent. So, clearly there is something going on in Newport News that we need to learn. So, I look forward to Mrs. Check's testimony as she shares with the committee some of the things that Newport News has done to improve test scores, particularly for at-risk students.

Thank you, Mr. Chairman, and I yield back the balance of my time.

Chairman **Goodling**. Dr. Louisa Moats is Project Director of the National Institute of Child Health and Human Development DC Early Interventions Project. The DC Early Interventions Project is a five-year study of early reading instruction funded by the NICHD. She is also the Director of Teacher Training at the Greenwood School in Putney, Vermont, and serves as a member of the Board of Directors of the International Dyslexia Association. Her specialty is in language, reading, learning disorders, and the identification, understanding, and treatment of reading difficulty and development.

I welcome all of you and we will begin with Mrs. Mintz.

STATEMENT OF ANN W. MINTZ,ELEMENTARY LANGUAGE ARTS FACILITATOR, THE HOWARD COUNTY PUBLIC SCHOOL SYSTEM, HOWARD COUNTY, MARYLAND

Ms. **Mintz**. Thank you. Mr. Chairman and Members of the Committee, thank you for this opportunity to present information about what one public school system is doing to assist both beginning and veteran teachers with staff development related to reading instruction in order to help ensure that our students become strong readers in elementary school.

My name is Ann Mintz and I am a former primary teacher. I currently serve as the Elementary Language Arts Facilitator for the Howard County, Maryland, Public Schools. This school system, located between Baltimore, Maryland, and Washington, D.C., includes 35 elementary schools serving over 19,000 children in kindergarten through fifth grade.

The information I am sharing today is based on my personal views and experiences from both my past and present positions. I am not here to officially represent the Howard County Public School System.

Every school system, large or small, has children who enter its doors with a wide range of literacy experiences. Some of these students will learn to read no matter what their teachers do. These are the children who come to our kindergarten classes with lots of experiences that have prepared them to make sense of our alphabetic system of letters and sounds, who have had many experiences with different types of print, who understand that reading and writing are purposeful, and who have the motivation and confidence to learn to read. Studies have shown that these children have already had over 1,000 hours of literacy experiences before they even enter our public schools. Unfortunately, even in Howard County, a good number of children come to school without these rich experiences. These are the children who must depend on their kindergarten, first, and second-grade teachers to help them to learn to read fluently.

Reading is only one of the four language arts. However, teaching reading is probably the most important job facing every teacher, especially in the primary grades. Teaching reading is not like teaching content areas such as mathematics, science, health, and social studies. For example, with mathematics instruction there is generally a scope and sequence of skills to follow. In science, health, and social studies there are unit plans that describe a course of instruction. Reading, however, is not a content to be mastered but a process to be learned and, as such, requires the teacher to know how each child is currently achieving and what needs to be done to further his or her progress. This requires background knowledge about the reading process, practical steps for identifying each child's current strengths, appropriate materials and the ability to select the ones most closely matching student need, and skill in knowing which strategies and skills to introduce and reinforce at the optimum moment. Looking at it from this perspective, teaching reading is an art, one that requires a thoughtful teacher who can move each child from point A to point B in a timely, developmentally appropriate manner.

Now to the heart of my testimony. I am troubled by what I see as a lack of preparation, at the pre-service level, for many of the teachers I encounter. I do not believe that this is indicative of the knowledge level of teachers entering the Howard County Public School System. We are privileged to be able to select the best and the brightest candidates available. I sense, instead, that there are too many beginning teachers overall who lack an understanding of what good reading instruction entails.

I think that the reason I was asked to address this Committee is because it is important for you to know what a public school system must do to help its teachers more fully understand how to teach reading. One of the initiatives my office has implemented over the last several years is to provide a variety of courses related to reading instruction. These classes are offered in addition to having one language arts resource teacher available for every eight or nine schools whose role is to provide demonstration lessons, workshops, and individualized support to all staff members working with students in the area of language arts.

For the current year, I have already begun teaching a course where our school system is paying over 20 first-year teachers to attend 18 hours of instruction on primary reading. During the first class, I asked these teachers to respond to the following statement: "Please share any comments that describe how prepared you feel as you embark upon your first year of primary reading instruction." I would like to share some of the comments that they wrote.

The first one: "I feel that I can get by, but to me that is not good enough. I want to be the best teacher I can possibly be. And by that I mean to be able to reach the needs of every child in my class. I do not see that as being possible unless I get help and that is why I am taking this class. First year teachers need as much support as possible. If it were up to me, I would like to see a program come about where each first year teacher has a mentor to follow for one year."

Another said: "I don't feel extremely confident. Reading, to me, is the hardest subject to teach no matter what grade level you are teaching. I get scared that I won't do the right things to get my children reading, or that perhaps due to my inexperience I will hold them back. When I think back to college, I was taught a lot of theory, but no one taught me specifically, that I remember, what to do. It worries me -- I really want to do a good job and be an effective teacher."

After submitting my prepared statement to you last week, I had an opportunity to read the September 1997 issue of "The School Administrator," a journal published regularly for school principals. Four articles were included that pertained to reading instruction.

One was entitled "Addressing Our Shortcomings," written by two directors from a public school district in California. After interviewing their newly hired elementary teachers, they stated that it was evident that these teachers lacked background about teaching reading skills. Based on this information, they then interviewed all elementary teachers who had been hired during the previous five years. Most of these teachers identified a need to be better prepared to teach reading. The authors of this article saw this as a pending instructional crisis just over the horizon. With many experienced teachers retiring and the replacements poorly prepared to teach reading, it then went on to describe a three-year initiative to assist their teachers with reading instruction.

Another article entitled "Whose Claims Are Valid?" stated that the converging evidence on the importance of teacher expertise often is ignored, even though research routinely indicates that teacher quality is more critical to early literacy success than curriculum.

A third article describing what research and best practices say about eliminating failure among beginning readers concludes by calling for massive retraining of teachers, stating that a high percentage of those who have graduated from university teacher training programs in the past 10 years have minimal understanding of linguistics, spelling, and teaching the alphabetic code.

I am not here to suggest solutions to the problem. That is a job for more knowledgeable professionals. Nor is my role to condemn all colleges and universities who are preparing today's teachers. Many, I am sure, do a fine job. I am here, however, to describe what I am witnessing first-hand and to speak on behalf of parents and other taxpayers who believe that all of the teachers working with their children know how to guide and instruct them in the crucial area of beginning reading instruction. I truly believe that we have a number of what I call instructionally impaired children within our schools who should have learned to read in their primary years and are still struggling in middle and even high school. If all beginning teachers had a strong understanding of the reading process and the knowledge to help all of their students achieve this common goal, our children would, indeed, be well served.

Thank you for this opportunity to speak with you. I would be pleased to respond to any questions you may have.

See Appendix B for the written statement of Ms. Mintz.

Chairman **Goodling.** I also found out this morning that Mrs. Mintz came from a very excellent school system in my district.

Ms. **Mintz**. That is right.

Chairman **Goodling**. Ms. Wakefield?

STATEMENT OF DEBRA WAKEFIELD, PRIMARY GRADE TEACHER, DEL NORTE UNIFIED SCHOOL DISTRICT, CRESCENT CITY, CALIFORNIA

Ms. **Wakefield**. Mr. Chairman and Members of the Committee. It is an honor to be here today to share my thoughts and concerns about professional development for teachers of reading. You will find that I am going to echo a great deal of the things that Mrs. Mintz has shared with us.

I spend most of my time and energy every day dealing with literacy and I feel that teaching children to read is the most important role of our schools.

I would like to draw your attention to two points this morning. Number one, new teachers are coming out of our colleges and universities woefully unprepared to teach reading and, secondly, we need to invest in the continued professional training of our teachers.

First, I would like to say that 20 years ago when I came out of college and my teacher preparation courses, I was not prepared to teach reading. I was not given the background knowledge that I needed, and I feel the same is true today. The philosophy at that time, and maybe today, in the colleges seems to be if you can read, you can teach children to read. And I am here to tell you today that is not true. Teaching reading is a very complicated task.

When new teachers come out of the colleges and universities, they should be very well-versed in the reading theory and how to apply that in the classroom. They should know exactly what current research tells us about how children learn to read. They should know how to apply that knowledge to classroom situations and, above all else, they must know how to assess and diagnose reading difficulties. The time to learn how to teach reading is when you are in training, not when you are facing your first classroom of children.

In my 20 years of teaching reading, I have seen many programs come and go. And each time many, maybe even most, of the children learned how to read. But in each case, there were always a number of children that did not learn how to read. No matter what the program, there were children who did not learn how to read. It was the assumed through most of my years of teaching that the program was the important part and not the skill and knowledge of the teacher.

In my district there have been as many as 20 to 30 percent of the children who did not read at grade level, and I believe that you will find that number is representative of the rest of the nation as well. The manuals do not tell you what to do when children are having difficulties and the teachers have not been well enough trained to meet the needs of those children.

This last year I had the opportunity for two different kinds of reading training: Reading Recovery training and the California Early Learning Literacy training. They made a critical difference in the way I now teach. These training sessions were intended to equip me, the professional, with the skills and knowledge that I need to teach children, not to rely on a manual or a commercial program. I want to point out that I am not necessarily referring to a specific training program, but rather I want to talk to you about the elements that a teacher training in-service must have.

The practical steps in my training that made the big change for me after so many years in the classroom were, number one, reading current professional material and research with my colleagues; discussing these meetings to find out how they applied to a first-grade classroom, a second-grade classroom, and so on; going back to my actual classroom, practicing those things that we talked about, working with real kids, seeing how they worked; coming back together the next week and discussing where any misunderstandings were or difficulties my children had, sharing with my colleagues how these things went.

We coached. We tutored. We modeled for each other. And we supported each other. Most importantly of all, this training was ongoing throughout the year and will continue as soon as I return to my school. With the explicit, systematic and on-going training I received, I am now skilled and knowledgeable enough about reading to tailor my instruction to the specific needs of all my students.

I believe that virtually all children can learn to read if given strong instruction that is tailored to their needs. It is extremely unfortunate that it took so long to receive the training I should have had when I stepped foot in my classroom 20 years ago. I am asked daily by my colleagues how they too can receive the training that I have been through. This in-service training should be on-going and they should be mandatory in every school in America. I believe that funding teacher pre-service and ongoing explicit in-service is critical. Without proper training we are seriously hampering the efforts of our teachers and jeopardizing the future of our children.

If I could leave you with one thought today, it would be that the most important thing we can do to improve the literacy rates of our children is to invest in the professional training of our teachers. All of the components of reading are important. Phonics is important, the love of literature is important, comprehension is important, but the skill and the knowledge of our teachers is key. Thank you.

See Appendix C for the written statement of Ms. Wakefield.

Chairman **Goodling**. Ms. Wilson?

STATEMENT OF KIMBERLY WILSON, GRADUATE STUDENT, AMERICAN UNIVERSITY, WASHINGTON, D.C.

Ms. **Wilson**. Mr. Chairman, it is a pleasure for me to be here today to testify before your Committee. My name is Kimberly Wilson and I am a graduate student in Education at American University and the Clinical Director of a learning center that remediates reading, spelling and comprehension deficits. The subject of today's hearing on teachers, "The Key to Helping America Read," is of great interest to me both professionally and academically.

As a graduate student in Education, I have spent a great deal of my time examining the theories and philosophies behind our educational system. I have come to see how important it is that education is part of the democratic system. In the United States we have many diverse cultures and communities and therefore our educational system must provide common links and educate children to continue our tradition of responsibility.

Unfortunately, as our children travel up the educational pipeline toward employment many students are not garnering the skills that will make them productive members of our society. One hundred years ago reading was a luxury, something to be done at the end of the day when the animals had been stabled and the machines shut down. However, we are experiencing an information revolution more dramatic than the industrial revolution. The factories of today are computer driven and require that operators not only be able to read but to think critically. Reading is no longer the luxury it once was; today it is the requirement for success.

It is not that the educational system in the United States is doing a worse job of teaching reading than it was fifty years ago. Fifty years ago the same number of children in the United States did not learn to read. However, because of this change in the economic system, it is not okay that a percentage of children do not learn to read today. Furthermore, Fortune 500 companies continue to raise the benchmark on reading ability and are finding it difficult to hire employees who meet their reading standards. And while we have relied on dependable research to influence the course of technology, we have not held education to the same standards.

We need to stop expecting teachers to be able to teach all children to read using the same methods. There will be some children who need direct instruction. Over the past ten years substantial research has been done to tease out the underlying factors as to why all children do not learn to read by the time they reach third grade. We are now seeing that underdeveloped reading skills are both a health and an economic issue. Because of this, the National Institutes of Health have made major expenditures over the last five years to research the underlying neurological and sociological causes of reading dysfunction.

Phonological awareness, the ability to translate the identity, number and order of sounds, has been researched in numerous studies and linked conclusively to reading ability. The existence of phonological awareness is not up for debate any longer. There should be no more vehemence over reading instruction than there is over the positive effects of aspirin. Most students develop phonemic awareness on their own. Some, however, must have phonemic processing stimulated directly.

The problem now is that we must make sure that the practitioners who need this information have it and know how to use it. There are a great many variables in teaching children to read and the most important is their teacher. But if a teacher is unprepared for the specific task of teaching reading, children will slip through the cracks, as they have in so many schools, in so many different environments.

As a graduate student I have had the opportunity to speak with undergraduates just entering the field of teaching, teachers with considerable experience, and my own peer group. I hear the same frustration from all of these groups. They tell me that they do not have the information they need to teach reading and that there are so many quick-fix programs that they do not know how to begin discerning the appropriate methodology.

I also see my peers so frustrated with the educational system that they are leaving the field of teaching after three or four years to pursue other more lucrative and often less frustrating positions. I am greatly saddened by this, as youth and energy are required to make any substantial change in the educational system. But, teachers will continue to be discouraged until they are provided with the information and research equipping them to be successful with all students. Professional development for teachers is the key to reading success. Through professional development at both pre-service and in-service levels, research can be synthesized and disseminated to the practitioners.

There are school districts that are using the current research and taking initiatives to provide professional development for teachers. These districts have become creative and developed partnerships with philanthropic organizations. Government needs to follow this lead and provide incentives for partnerships between research institutions, teaching colleges and people in the private sector so that we can maximize collaboration. If we are able to work together with the best available research, we can eradicate reading disabilities.

In conclusion, I would like to share with you one of the stories of my students. Abby will be in the sixth grade this fall and at the beginning of this summer was reading at the first-grade level. After applying a program that stimulates phonemic awareness intensively over the summer, Abby is reading at the fifth-grade level. This fall she will be able to go into her classroom with her head held high knowing that there is not a word she cannot decode. Over the summer, two of her teachers visited us at our center. They were thrilled and amazed at her progress. They admitted that they had no prior knowledge of phonemic awareness and wanted desperately to know everything I could tell them. They talked of other students at their school who had Abby's difficulty and how much they would like to provide appropriate stimulation for them. I hope that for all the Abbys this becomes a reality. Those of us that teach reading do so because of students like Abby. We live for the look in her eye when she has conquered the reading battle. It is now time for legislators and administrators to provide avenues for teachers like Abby's so that they may provide appropriate instruction. It is time to give them the resources to teach reading effectively to every student.

See Appendix D for the written statement of Ms. Wilson.

Chairman **Goodling**. Dr. Fredrick?

STATEMENT OF LAURA D. FREDRICK, PH.D., ASSISTANT PROFESSOR, GEORGIA STATE UNIVERSITY, ATLANTA, GEORGIA

Dr. **Fredrick**. Good morning, Chairman Goodling, Members of the Committee. I am here today because I believe America can read. And teachers are the key to helping America read. However, for the key to effectively unlock the world of educational opportunities for all children, it must have three will defined grooves: knowledge, skills, and tools, the best available knowledge, skills, and tools to teach children to read come from scientific research.

The National Institute of Child Health and Human Development (NICHD) has identified six principles of effective reading instruction that can be used to guide the knowledge, skills, and tools we give our teachers. According to NICHD, we should (1) "begin teaching phonemic awareness directly at an early age (kindergarten)," (2) we should teach each sound-spelling correspondence explicitly, (3) we should "teach frequent, high regular sound-spelling relationships systematically," (4) we should "show children exactly how to sound out words," (5) we should "use connected, decodable text for children to practice the sound-spelling relationships they learn" and (6) we should "use interesting stories to develop language comprehension."

These six principles should be infused in all teacher preparation reading courses where teachers should (1) learn what we know from scientific research about how children learn to read, (2) learn how to read and interpret research and have to translate what they read in the research into the classroom, (3) learn how to assess reading to determine where and how to begin teaching the children in their classes -- not everyone is ready for the same instruction at the same time, (4) learn how to assess reading on a regular basis, such as with daily or weekly rate and accuracy tests for fluency so that we make necessary changes immediately if the instruction is not effective, (5) learn about the many reading programs currently available and how to critique them to determine their possible effectiveness with different groups of children, (6) learn how to implement several different reading programs that have been found to be effective and (7) they should actually teach a child to read.

We must realize, however, that regardless of how knowledgeable and skilled teachers are when they begin teaching, it will not be sufficient. Teachers must also have effective programs to implement. These reading programs are the teachers' tools, and teachers deserve the best tools available. Tools, reading programs, should only be purchased if there is empirical evidence of the program being effective with similar students. If it is difficult to find such programs, look for programs that include at least the six principles of effective instruction identified by NICHD. Purchase these programs in small amounts so pilot testing with children in a particular school. If the programs are effective, expand. If not, abandon them.

I would like to close with seven suggestions for getting scientifically based research disseminated to the teacher training programs and textbook adoption committees and for continuing to generate scientifically based research.

(1) Establish an "Expert Reading Panel" that would synthesize research-based knowledge about reading and advise the Administration on a continuing research agenda in reading. I understand from the National Center to Improve the Tools of Educators that there is already a possibility of establishing such a panel.

(2) Challenge this Panel with disseminating their research findings to the more than 760 Federal education programs that currently exist in 40 agencies, departments, boards and commissions.

(3) Based on reading research, have teacher preparation programs establish standards for content knowledge and pedagogy with an externally administered exit exam to assess mastery of the content knowledge and pedagogy.

(4) Publish results of these exit exams, much like colleges of law publish the pass rate on the bar exam.

(5) We need to rate achievement gains of the teachers' students as a measure of each teacher's competency as well as a measure of that teacher's training.

(6) Establish Federal grants to conduct the research to demonstrate the effectiveness of different reading programs already available, to compare the effectiveness of two or more reading programs currently on the market, and to develop and/or revise reading programs. This research should be conducted in partnerships between colleges of education and local school system.

(7) Pass legislation that only allows the purchase of instructional programs that have empirical evidence of effectiveness.

Volunteers are not the key to helping America read. Parents are not the key to helping America read. Teachers are the key to helping America read. Give teachers the best available knowledge, skills, and tools based on scientific research and they will teach America to read. Thank you.

See Appendix E for the written statement of Dr. Fredrick

Chairman **Goodling**. Mrs. Check?

STATEMENT OF BETH S. CHECK, SUPERVISOR OF READING/LANGUAGE ARTS PK-5, NEWPORT NEWS PUBLIC SCHOOLS, NEWPORT NEWS, VIRGINIA

Ms. **Check**. Good morning, and thank you for the opportunity to come and share the excitement and the reading success stories that are happening daily in the Newport News Public Schools.

Yesterday was our first day of school. I stopped at Yates Elementary as the afternoon kindergarten buses were arriving. Standing on the curb was a very proud mom and toddler, dad in his Air Force summer blues, video camera in hand. They had obviously put their first child on the school bus, jumped into their car, and proceeded to rush to Yates to be ready to video the moment when their youngster got off the school bus and entered school to begin his formal education. Over 17,500 elementary students in Newport News came to the bus to 30 elementary schools where over 1,000 teachers stood in classroom doorways waiting to meet them.

I have come today to share with you the reading programs, the special reading teacher staffing, and the volunteer programs that are in place in our schools that are the reason our fourth grade reading scores have jumped from 41 percent to 71 percent of our students reading at or above grade level. The success we have had has been in large part due to our early intervention philosophy.

One of our more early intervention plan is called "First Step." Title I funds have been instrumental in creating this five-day-a-week program that prepares four-year-olds for kindergarten. Each class of 22 students has a teacher and assistant, so children receive a lot of small-group and individual opportunities to share stories with an adult. When we walk into a First Step class, you see children playing school, telling stories with paperbag puppets, reading books to stuffed animal friends, and matching upper and lower-case letters. A very important teacher skill is kid-watching. Teachers take this very seriously, have been doing measuring and recording on an assessment card early reading behaviors, such as how to hold a book, letter recognition, and ability to retell stories. Kid-watching provides the information that teachers need to plan and read, or read aloud and share book lessons. Information on this assessment card is used to document reading growth tracked to the second grade. Children who have had First Step go onto kindergarten with heightened awareness of reading and writing. Some First Steppers actually start kindergarten as readers. Our young kindergartner getting off the bus at Yates could be reading too. If not, he will have many reading and writing opportunities daily in our kindergarten program. When children come to first grade, their reading assessment card has detailed information about their progress in learning to read.

Let me tell you about Carlos. When his first grade teacher saw his reading assessment, she knew that he was probably going to have a difficult time in first grade. He only came to Newport News halfway through kindergarten. He was recommended for our early intervention program called reading recovery. I selected a supervisor to take this year-long training course required to be certified, because my 27 reading recovery teachers _ my 27 reading resource teachers were also going to be taking the course. This five-day-a-week program for grade one students reading at the lowest 20 percent of their class is usually sponsored by Title I in the Newport News Schools. Carlos and I worked together for 30 minutes a day. At the beginning things were a bit tough. Carlos had a hard time remembering his letters. He was not familiar with many words and his vocabulary was week. A bird was a bird. He did not know a robin, a crow, or a bluejay. He worked very hard. Carlos had 80 Reading Recovery lessons. I saw Carlos again last May when I visited his second-grade class. He was buddy reading with a friend. He came running up to me and told me he was reading in the next to the top reading group. His teacher told me he was willing to try any paths introduced. He sees himself as a successful reader and writer.

Reading Recover success stories happen in all our elementary schools. Over 355 students in grade one had Reading Recovery last year through 65 Reading Recovery trained teachers. Eighty-six percent of our Reading Recovery students finished the year reading at or above grade level.

Each year about 28 percent of our school system population is new. If new students cannot be served by an early intervention program, they are helped by trained reading resource teachers, acceleration enrichment teachers, and our very active volunteer program. Can you imagine the excitement of a fourth grader being tutored in the front seat of a fire truck? Last year over 190 firefighters volunteered to come to the schools in their fire zone to tutor children instead of watching television, playing cards, or reading alone. Most were tutored in the cafeteria or in the hallway of their school, but they all knew an important fact: this very important person wants me to learn to read.

Community church volunteers have been working with neighborhood schools since 1989. I can walk through the Hidenwood cafeteria any morning of the week and I will see five or more volunteers working with students at all grade levels. Here sits Andy with his rainbow suspenders. He came five years ago to substitute for his sick wife. He has tutored twice a week since. Melba is working with a first grader. She has a grandchild in California in first grade. She only sees her once a year at Christmas time. And Audrey can tell you every student she has tutored the last seven years. She can not wait till the honor roll is published in the "Your Neighbor" section of the daily press every nine weeks. Her students are usually listed.

Because of the commitment of our teachers, volunteers, and parents, our students have excelled. Our schools have been nationally recognized. Magruder Primary School won the U.S. Department of Education Title I Distinguished School Award. Their second-grade reading scores have risen from 1 to 80 percent at or above grade level in four years.

Marshall Elementary won the International Reading Association Exemplary Reading Award last year. Their second-grade scores have risen from 43 to 66 percent.

McIntosh Elementary is this year a Blue Ribbon School. They have raised their reading scores from 42 percent to 93 percent at the fourth-grade level.

Our tutors and tutoring programs have also been nationally recognized. The Hidenwood Tutoring Team won President Bush's 931st Point of Light Award and Reverend Harold McKeithen, President of the Newport News Tutoring Consortium, was named by President Clinton as the 1997 President's Service Award from the Points of Light Foundation.

It indeed takes a village to raise a child. Newport News and its 185,000 people can hardly be called a village, but the commitment to its children is evident in our reading scores. We have a long way to go, but we know we are on the right path.

See Appendix F for the written statement of Ms. Check.

Chairman **Goodling**. Dr. Moats?

STATEMENT OF LOUISA C. MOATS, Ed.D., D.C. DIRECTOR, NICHD HOUSTON/WASHINGTON D.C. EARLY INTERVENTIONS PROJECT, WASHINGTON, D.C., AND DIRECTOR OF TEACHER TRAINING, THE GREENWOOD SCHOOL, PUTNEY, VERMONT

Dr. **Moats**. Mr. Chairman and Members of the Committee, thank you for the opportunity to speak with you today. I am the Director of the D.C. Branch of an NICHD Early Interventions Project in reading, that is taking place in Houston and D.C. schools over the next five years. Last year I spent the year as a consultant to the Sacramento County Board of Education developing materials for the California State Board of Education to support the Reading Initiative in California and educate the public and the educational community about the provisions in those laws. And I can assure you, Mr. Chairman, that things are bad all over when it comes to the preparation of teachers of reading.

In my opinion, teacher preparation in reading is going to require a systemic overhaul to reach every part of the problem. That is, pre-service and in-service training; teacher textbooks and state credentialing standards; instructional materials; the design and operation of departments of education; and the ways in which information is disseminated into the field. Only systemic rebuilding is likely to establish a profession that is informed by science, a profession that will meet every child's need for reading success.

One of the questions I'm asked most often by reporters, parents, and students is why there is such a gap between reading practice and the knowledge that has emanated from a lengthy program of reading research that has taken place not only through the NICHD supported efforts but elsewhere as well. And one answer is that reading education is currently informed by textbooks that lack content, scope, or grounding in linguistics, reading psychology, or reading pedagogy; by publishers who sell slogans instead of substance; it is informed by college and inservice instructors who are accountable to no standard whatsoever.

Prior to this hearing, I reviewed four of the most popular textbooks used in reading education courses. At an earlier hearing you heard from Dr. Reid Lyon of the NICHD regarding the scientific findings on the nature of reading development, reading difficulty, and reading instruction. These findings have been being reported for a number of years in the professional literature, so you might expect that the information that Dr. Lyon has been sharing with you would be reflected in these textbooks. Unfortunately, none of these popular texts contained accurate information about phonology and its role in reading development, and none of them explained with depth or clarity why many children have trouble learning to read or what to do about it. Evidently, the scientific information that has been presented to you has not yet made its way into mainstream reading texts or even mainstream reading journals.

Last year, the Commission on Teacher Credentialing in California attempted to gather the syllabi of reading courses in the California State University system to determine what was being taught in reading education and what texts were being used. About 20 percent of the instructors in these courses volunteered their syllabi. (And I learned the first week that I was in California at a meeting of deans and faculty members from the state university system that many professors refused to comply with requests in the name of academic freedom.) On the basis of the syllabi that were obtained, the Commission determined that the components of reading development and instruction named in the laws of the California Reading Initiative were not adequately addressed in the courses' content or readings, and subsequently this Commission has developed explicit standards for course content in reading preparation that are tied to accreditation standards for programs and that are tied to, that are tied to a competency test for reading teachers that will now be given in the state before teachers are allowed to teach. I applaud that effort.

The instructional materials used by teachers do not compensate for what they were not taught in school. The most popular instructional materials in our classrooms are strong on literature, pictures, and motivational strategies, but are very weak or simply misinformed on the structure of our language and how children actually learn to read the words on the page. As Dr. Lyon testified to this Committee, learning to read the words on the page is necessary if one is to gain meaning from text, and learning to read the words on the page is no easy matter for a significant number of children. Learning to read on the page sometimes is left entirely up to chance by many of these materials that are popular and are being used in our classrooms.

There are a number of other problems. Particularly, schools of education have been very low on the totem pole in our universities. Professors are not rewarded for expert work in teaching or even for spending time in schools. In California there was no partnership between school districts and universities prior to the Reading Initiative, so students would take courses that had no relevance to the classrooms they were to manage. The Harvard Graduate School of Education -- my alma mater, I am sorry, and which is a fine school -- it has no credentialing program and in fact it has no interest in teaching teachers how to teach. At Dartmouth College the administration recently tried to abolish the Department of Education because they felt it was unsuitable for a school of academic rigor to have such a department. And fortunately the department was saved by the student outcry.

Professors are not prepared to teach the content that is supported by science and they need to be reeducated about the scientific basis for this discipline. Teachers have told me over and over again at the highest levels and the beginning levels that they have not been given the information that has been given to you in their courses of preparation.

I find that true with the D.C. School teachers and the California leaders in language arts.

There are professions such as plumbing, hairdressing, auto mechanics, medicine, speech and language pathology, and psychology that regulate themselves through governing boards, accreditation standards, national examinations, and certification requirements. They also reward professional growth and excellence. Reading education in America has a lot to learn from these other professions that -- and needs to regulate itself with standards, accountability, some licensing examinations and a view of teacher preparation that is long-term and that demarcates the knowledge, skills, and tools that teachers need to be effective.

I would say finally that many programs are so superficial that they lead the people who are trained in them to be rigid or method-oriented in their approach to this problem. So, what they develop is a loyalty to a method or ideology rather than a set of skills and basic knowledge of this discipline that would allow them to use any program effectively, and this is something we need to change. Thank you.

See Appendix G for the written statement of Dr. Moats.

Chairman **Goodling**. I want to thank you all for coming. It is always important to have those who are on the firing line come and tell us what the real problems are. And that I think you probably said ditto to some of the testimony we had before where we were told that fewer than 10 percent of our nation's teachers had an adequate understanding of how reading develops or how to provide reading instruction, instruction of readers. Less than 2 percent of those teachers had ever seen a professor demonstrate teaching practices with children of diverse skills in a systematic way. Ninety percent of our teachers have never had the theories they had learned, the theoretical information, directly linked to provide instruction to a wide range of children.

When I had a lengthy meeting with the President on education I told him that I thought the proposal he was talking about had two real weaknesses. One was teacher preparation. I did not think we were going to make a difference if somehow or another we could not change the way teachers are taught. And the other area that I had concern with is there probably was not enough emphasis on developing family literacy skills so that the child could have that first and most important teacher at home, if possible.

I am assuming that what I just read from previous testimony, all of you -- at least your testimony sounded like you agreed with that. I was concerned when we talked about standardized tests. We are going through that battle right now, a difference of opinion of how you help children learn, and I did not think one more standardized test would help that 50 percent that we are told are not doing very well in reading. I used to help my wife correct those damnable standardized tests at the end of first grade and I would always -- it is amazing. You have children reading at a third and fourth and fifth-grade level, but your pass scores are not all that positive. But she would always say: an idiot can teach them math if I teach them how to read. I guess there's something to that. I am not sure.

I apologize. I am a math teacher.

So, again, I thank you very much. One of the areas that I was mentioning that I want us to look at is something that is not new, because I did it years ago. I get very concerned about a first grader who fails. But the first grader did not fail, and I am doubly concerned if the first grader is socially promoted. And I tried to deal with that issue by having a transitional first grade for when a kindergarten teacher says a child is not reading-ready. When I began teaching we thought there were a large number of young people who could not learn to read who actually learned to read very well. And we realized that most of them can learn to read and learn to read very well, and they will tell us when they are ready. We will not tell them at age five-and-a-half or six: you will learn to read. That is not the way it works.

So I have been looking at the issue to see whether we can take that 90 million they want to spend for some other reason, move it in the direction where we would help the children and the parents, who I have been told a million times are not doing very well.

Mr. Clay, I understand you want to yield your time?

Mr. **Clay**. Yes, Mr. Chairman. First of all, I want to commend and thank the witnesses for very excellent testimony. I learned a lot this morning, and so I want to thank you. And I yield the balance of my time to Mr. Scott.

Mr. **Scott**. Thank you, Mr. Chairman, and thank you, Mr. Clay. I want to express my appreciation for the testimony of the witnesses too. The record is clear that -- I think all of the witnesses have testified that the children can learn if we provide the appropriate education. So, if the children are not learning, it's not their fault. It is ours.

I have several questions that I would like to ask. And, Ms. Check, can you tell us what you think the essential components of a good reading program would be? You have been very successful in Newport News. Just some of the essential elements of a successful program.

Ms. **Check**. Well, we have what we call a balanced literacy approach. We feel that all children do not learn the same way, but all children can learn. Our approach to reading is that we have to look at the children as individuals. We also make sure that the teachers have those tools and training that they need. Our teacher training programs are -- approximately 15 percent of our teachers are new each year in our programs, so we have an ongoing self-development council that works with teachers. We also have reading resource teachers in each building that provide training for the new teachers that come on board.

We have a variety of programs that help work with our children. We have the Reach Program for students that have not quite met the academic standards. This is a program for children that are identified as having deficiencies in reading have an opportunity to work with the variety of personnel that we have onboard in our school systems. We have our Title I teachers. We have acceleration enrichment teachers. We also have our reading resource teachers. We spend a lot of focus on identifying children in need and providing them with the right programs to help them raise their reading potential.

Mr. **Scott**. Now, I mention Magruder, where three years ago 1 percent of the students were at grade level and now, what, 70 percent or more at grade level?

Ms. **Check**. It is closer to 80. And we have -- they were entitlement --

Mr. **Scott**. What did you do in between? Because it is the same demographic group of students: 80 percent at risk, 50 percent live in low-income housing, and at one time 1 percent was reading at grade level. What did you -- what are you doing different now from what you were doing five years ago?

Ms. **Check**. Okay. -- resources. They have a parent coordinator. Their classroom teachers were each given a teaching assistant. And they were required to provide plans and charts. The children were looked at as individuals. And if the child was having a particular problem, they were provided with individual or group instruction. We put three Reading Recovery teachers at that site. Reading Recovery made a huge dent in raising those children's scores by the time they got to second grade. It was a primary school and our second graders leaving Magruder had made significant gains because of our early intervention.

Mr. **Scott**. Now, what do you do different for at-risk students that you do not need to do for other students?

Ms. **Check**. Well, I think that would be labeled as intervention, but sometimes maybe children come to school very ready to learn to read. They have had a lot of opportunities at home. Their parents have provided them with preschool experiences. Many at-risk children -- we have children that live in a tent city at a park. We have children living in cars. We have children that would be at risk for -- not definitely a school failure. We try to provide for them. We can identify them. Our First Step program for four-year-olds brings them in and tries to provide that 1,000 hours of reading literacy experience for them before they get to kindergarten. Because they get to kindergarten, they are already behind. And we are trying to separate them and provide those early intervention programs that they need.

Mr. **Scott**. And can you say a little bit about what you do, particularly for your Reading Recovery teachers, in terms of the preparation and continuing education?

Ms. **Check**. We have made a significant commitment in literacy, as I have mentioned. We have 65 teachers. Some schools have as many as four. Our system is what is called "fully implemented." We have a Reading Recovery teacher for every 50 first-grade students identified. They work with a minimum of the bottom 20 percent of our students. They work with four students a day and then in the afternoons they can work with literacy groups of first graders, second, third, fourth. Whatever the need in that particular school is, those teachers are then given the opportunity in the afternoon to work with others.

Mr. **Scott**. And the continuing education that they receive?

Ms. **Check**. Okay. The continuing education. They have a six graduate-hour credit program that has been specifically designed through Ohio State University, the Reading Recovery Program. The Reading Recovery Council of North America has very specific standards for working with the Reading Recovery teachers, teacher trainers, college trainers, a very hierarchical set of training. Each teacher, to retain their certification, must have what is called continuing contact. So, those teachers have a minimum of six times within each school year that they leave their school and go to the class and training sessions with their teacher leader, and often our university trainer, Dr. Roland Jones from University of North Carolina, who will come up and supervise that continuing contact training.

Mr. **Scott**. Mr. Chairman, I would reserve the balance of my time?

Chairman **Goodling**. I would --

Mr. **Scott**. Of, of my time.

Chairman **Goodling**. Yeah. I would suggest to Ms. Check that she can deal with her three-year-olds with an Even Start program.

Ms. **Check**. We would, we would look forward to the funding to make that happen.

Chairman **Goodling**. You have to apply first.

Ms. **Check**. We will.

Mr. **Clay**. Mr. Chairman?

Chairman **Goodling**. Yes, Mr. Clay?

Mr. **Clay**. On behalf of my colleague, Representative Payne, I would like to submit for the record testimony from a Ms. Nancy Thompson, who is a project coordinator for a literacy program in this district.

See Appendix H for the written statement of Ms. Thompson.

Chairman **Goodling**. Mr. Norwood?

Mr. **Norwood**. Thank you, Mr. Chairman. And, ladies, thank you very much for your testimony. Some of this is confusing to me. I will try to straighten it out for myself if I can.

How many of you are actually in research, doing just research for reading?

Dr. **Fredrick**. Just research?

Mr. **Norwood**. Two of you? How many of you actually teach reading? Yeah, that is what I was trying to get to.

Do you agree that we have decided as a nation that we would like to have 100 percent of our children reading at grade level? Is that our goal? I believe it is. I mean, it is to me. But is that sort of what is going on in the academic community?

Laura, do we have the research to do that? Have we done enough research so you can sit here and tell me: I can get that job done with a class of 25 kindergarten children through the third grade? Do we know what to do?

Dr. **Fredrick**. I think we do. The research is not finished. I do not want to say we can do that and imply that we are finished doing research and learning about how children learn to read. I believe that we have the wherewithal, the research, the tools, the skills to teach at least 95 percent of them to grade level, and there are still children for whom we are _ we need to conduct further research to find out why it is so difficult for them to learn to read.

Mr. **Norwood**. Research, obviously always is an ongoing thing, but you think we do know now enough to say: doing the right things, we can get 95 percent of the class to grade level reading. Dr. Moats, do you want to comment on that?

Dr. **Moats**. Yes, sir. I think we know enough to know what the essential components of a program are that will ensure the most children learning to read and that will prevent children from failing if it is unnecessary. I think Dr. Fredrick's statistics and her opinion about our readiness, yes, I think we have the scientific basis to, to know what needs to be done in every classroom and to prepare teachers to do that. Yes, I do.

Mr. **Norwood**. Does, does the Department of Education in Washington know this too?

Dr. **Moats**. I can not assure you that they do, sir. I think that the results of the NICHD program, for example, as well as the consensus of the scientific community in reading is making its way into public policy in a way that it is not done before, and that includes the information coming out of the U.S. Office of Education and--

Mr. **Norwood**. So you are saying there is a consensus on the research?

Dr. **Moats**. Absolutely. There is a consensus in the research community on basic issues, such as what are the major causes of reading failure, what are the essential components of reading programs that are likely to work, what is the course of reading development, what the essential knowledge is that students need to have in order to read, and so forth. Yes.

Mr. **Norwood**. How can you and Dr. Fredrick know this and our Department of Education not know this? I mean, you know, I am not that familiar with it, but I think research would be a major, major part of the U.S. Department of Education.

Dr. **Moats**. Part of the problem here is, is that--

Mr. **Norwood**. Please be very...

Dr. **Moats**. Okay. The research efforts have been going on for a long time, but it has recently reached a point of consensus so that most of the researchers in the scientific community are able to state clearly that there are findings that have occurred over and over again. There is a knowledge base that has accumulated over a number of years that is new for many people. All this takes time to disseminate information from the research community to the community of practitioners. So, some of this is just because the research program has taken a number of years to consolidate its findings and to formulate them in a way that people can use them for policy and improvement of practice.

Mr. **Norwood**. Quickly, does your research indicate that we can take a class of students and get 95 to 100 percent of them at grade level using one teacher? Or does it mean we can by having a teacher per child?

Dr. **Moats**. The answer to that is somewhat complex in that we do know that even with one teacher, a teacher using a program that is really well-designed and research based will get much better results and ensure the success of most of the students in the classroom, even without tutorial support. But the tutorial support teachers can give students is helpful, but the most essential factor in students' early success is what the classroom teacher is able to do with the right tools.

Mr. **Norwood**. The problem is not we will never get to the point where we can have a teacher per child. I want to just hear you tell me that reasonably a teacher and an assistant can teach a class to grade level 95 percent?

Dr. **Moats**. Yes, I can.

Mr. **Norwood**. That is true, you have the research?

Dr. **Moats**. Yes.

Mr. **Norwood**. Thank you, Mr. Chairman. I am not through, but I will hush.

Chairman **Goodling**. Mr. Riggs?

Mr. **Riggs**. Thank you, Mr. Chairman. And I too would like to thank the witnesses for their testimony and, again, especially Debbie Wakefield. My first question is to her, and that is, how would she answer the criticism that intensive programs involving small groups or one-on-one instruction, like Reading Recovery, do not show sufficient long-term gains?

Ms. **Wakefield**. Reading Recovery is not a new program. Reading Recovery has been around in New Zealand and Australia and other countries for a number of years, over 20 years. I can speak of my personal experience and tell you that when I take one student for half an hour a day and work one-on-one with them, my goal is to assess that student as I go, find out exactly what their difficulties are, untangle those difficulties. So, each day I, I work with the student. At the end of the day I look at what happened. I look at the records I took on that student. I tailor my instruction the next day to that student. And after a certain amount of time, six to eight weeks, or ten weeks in the beginning, I can start to get a feel for how I can get rid of a nature tangle. So when I finish with that child, they go back into the middle of their classroom. They do not go back in the bottom. They are not going to surpass all the other students in the class. They go back in the very middle of the classroom. And it has been my experience, and from the readings that I have done, and I, I shared a book of those statistics with you recently, those children maintain that growth. They maintain that middle of the classroom or above status.

Mr. **Riggs**. Let me ask this of all the witnesses. Is it reasonable to expect, then, that if we invest in the intensive programs, many times that are conducted at local school sites on a pull-out basis, that these kids will sustain the gain, so to speak? That is to say, we will be able to get them up to grade level and not encounter a situation a few years later down the road where once again they are falling behind and dropping below grade level? That is the question -- I do not want you to respond now, but if you want to respond to that, can get your response in writing? Because I want to go on to some other questions. And maybe we will have a second round of questions as well.

Let me, let me just move on and we will see if time permits that second round of questioning.

For Dr. Moats, I hope at least you like California weather better than D.C. weather. We have focused a lot recently, since these hearings began, on the research that Dr. Lyon and you have done at NICHD. I am wondering what is the best way -- you have talked about the work you did out in California with Sacramento County Schools, I believe it was--

Dr. **Moats**. Sacramento County and the State Board of Education.

Mr. **Riggs**. Okay. Well, I am wondering what is the most effective method for disseminating this kind of research, additional research, on best practices? Because that is something we are looking to do in this legislation so we can get this information out, ultimately, to more of the local school districts and more local school sites around the country. What is the most effective way for disseminating scientific research, peer-reviewed researched on best practices?

Dr. **Moats**. Well, I think there are a number of things that can be done. Encouraging the states to develop standards that are in keeping with, for example, Dr. Frederick's suggestion of an advisory panel of experts similar to the panel that is now assembled by the National Academy of Sciences, a consensus of the learning in the field that has delineated the components of effective instruction and the reasons for being a failure, and for legislators, such as they did in California, to acknowledge the existence of that research base and the consensus that does exist in the scientific community and support policies and standards that in turn reflect acquaintance with that research base would be very constructive. The dissemination process can go on through a number of avenues, but I find what drives the change process is policy makers at the highest level acquainting themselves with the research base that now is just becoming articulating what these basic principles of effective instruction are, whether in legislation or in advisories or panel reports, and using many, many avenues for dissemination.

Mr. **Riggs**. Let me say that I do agree that we need to emphasize teacher education and teacher training, both pre-service and in-service, in this legislation. However, I have got to believe that there is a clear role for literacy volunteers and for parents. I am wondering what type of training we ought to facilitate? I do not want to say "ought to," because it ultimately has to be offered at the local level. But what sort of training for volunteers and parents should be included in this new Federal Literacy Initiative? For anyone who wants to take a stab at it.

Dr. **Moats**. What has already been done with America Reads is constructive, and that is that a summary of the NICHD research has been disseminated with the basic packet of information for agencies and volunteers who are involved in that program. That is helpful. But I think it is unrealistic to expect to train volunteers at anywhere near the level that a teacher or an expert tutor has to be trained to actually teach reading. What we are accomplishing through these volunteer programs is an improvement in the disposition of students toward reading and the disposition of families and community groups towards supporting reading behavior and motivational aspects of reading. That is very helpful. But it is unrealistic to even pretend that we can train volunteer tutors to employ that level of skill and knowledge that a professional would need to have to teach reading.

Mr. **Riggs**. Well, it seems to me if we are going to put emphasis on family literacy, there is a clear role for helping parents improve their literacy skills, because I think we all acknowledge that the parent is the first and best teacher. Secondly, it seems to me that there is probably a clear role for literacy volunteers at schools and libraries and at other facilities.

Dr. **Moats**. Yes.

Mr. **Riggs**. Thank you.

Chairman **Goodling**. Mr. Martinez? Mr. Kucinich? Mr. Romero-Barcelo?

Mr **Romero-Barcelo**. Good morning. Thank you Mr. Chairman. One of the questions that we are talking about, here in Congress, about the need or desirability of having a national test of achievement in reading, and I believe that would be very helpful to determine the needs of the students. Is national testing for reading ability at grade levels a good thing or is it a bad thing? Dr. Moats?

Dr. **Moats**. I prefer not to take a position on the issue, but I would, I would say that one of the most important aspects of the teacher preparation is to teach each teacher in a class to use simple assessment tools and diagnostic tools in accordance with an understanding of reading development and the components of reading in order to help each child come along and to ensure that no child is falling through the cracks.

Ms. **Check**. I would like to agree with Dr. Moats on that. I think it is very important. That most standardized reading tests only confirm what a good teacher already knows, day-to-day assessment of her or his students will pretty much tell them that they are going to do well or not do well on the tests. Keep in mind what that teacher does with that knowledge? Information on instruction, not the information unto itself. I think it is very important that testing guide the teacher's plan in preparation for those children within their particular their class.

Mr. **Romero-Barcelo** Do you believe we should have national goals or tests at the grade levels? Or do you have each community determine them by themselves? Should that not be a national goal, grade levels? Students when they graduate from eighth grade, for instance, should they have achieved something in school reading? When they finish their first grade, should they not all _ all the nation's children have the same basic skill in reading? Should we not have some kind of standards or achievement levels?

Dr. **Fredrick**. I think there should be national goals, but I think what you have to understand is to get a standardized reading test at the end of the year, it is going to tell you whether or not children have met the goals and nothing more.

Mr. **Romero-Barcelo**. Right. Well --

Dr. **Fredrick**. And tell you why they have not met it and what specifically they do not know or what the teacher should do the next year.

Mr. **Romero-Barcelo**. That is something, something that the schools should do, teachers should do. And I am talking about knowing whether you have missed the goals or whether you passed that are set up as a nation's goals?

Ms. **Wakefield**. May I speak to that?

Mr. **Romero-Barcelo**. Yes.

Ms. **Wakefield**. I think that perhaps when we are talking about standards and those types of things that we need to think more in terms of like a first/second/third grade block, given that children do develop at different rates and they come from different homes.

I like to think of our past practices of assessment and our current practices of assessment in medical terms. I like to liken what we used to do with testing at the end of the year only to an autopsy. We would look at what we _ what happened. We looked at what went wrong, but it is too late to do anything about it.

Current ongoing assessment we like to look at as a CAT scan. We scan every single day, through assessment and testing, what the child's doing, and we can diagnose those problems and fix them before we lose the patient.

Mr. **Romero-Barcelo**. How can we at the Federal level know what needs to be done if we do not know what is being achieved down at the roots? It does not have to be first grade or second. Would you say --

Ms. **Wakefield**. I would agree that we do need to have standards in groups, but that is only one small part of the assessment package.

Mr. **Romero-Barcelo**. And that is what happens. To achieve a goal we have to know at least what our goal should be. The other thing I wanted to ask, there has been also, at least in my district, Puerto Rico, discussions of when children should be taught another language. Do you believe that first grade is too early an age to start picking up another language? Or do you believe children, naturally inquisitive, are easier to teach other languages at an earlier age?

Ms. **Wakefield**. Are you talking about teaching reading to them in their own language?

Mr. **Romero-Barcelo**. And in another language also.

Ms. **Wakefield**. There are studies that, that talk about how important it is that children learn to read in their first language.

Mr. **Romero-Barcelo**. Thank you. How about learning to read in another language?

Dr. **Fredrick**. Boy, that is tough.

Mr. **Romero-Barcelo**. Do you find that -- is it bad to teach children some -- another language?

Dr. **Fredrick**. I think it is much more difficult and requires a great deal more training.

Mr. **Romero-Barcelo**. Well, is it harder for whom, the teacher or the child?

Dr. **Fredrick**. Both.

Mr. **Romero-Barcelo**. How come when people go to another country and you have a child, you have a three-year-old, you have a twelve-year-old, twenty-year-old, the three-year-old within a few weeks speaks the language and the twelve-year-old speaks a few words and the twenty-year-old does not know anything?

Dr. **Fredrick**. Again, I think we are talking about the difference between speaking a language and learning to read a language.

Ms. **Mintz**. Could I, could I comment on that?

Mr. **Romero-Barcelo**. Yes.

Ms. **Mintz**. I think one of the problems that we have right now in the primary grades, if you are looking at typical public school systems, we are asking our teachers to teach a lot of different things. And as a result, some time that maybe in the past had been spent on reading instruction is being chopped away. So, I think that if we were really to look at trying to meet our goal of having children by grade three all reading on grade level, whatever the goal would be, I think that we really need to focus our attention on what we need to do, as far as time goes, in the primary grades. And once we, once we start introducing new curricula, like a foreign language, it takes away from something else that is already there. So, I think it is very nice that children learn. I think it is -- it may be easier for them to learn another language at an early age, but right now I think our initiative is to try to get children to read well. And, so, I think that the focus, we are looking toward that.

Mr. **Romero-Barcelo**. They seem to do it in other countries.

Ms. **Mintz**. Pardon?

Mr. **Romero-Barcelo**. They seem to be able to do it in other countries --

Ms. **Mintz**. Well --

Mr. **Romero-Barcelo**. -- teach in several languages at the same time.

Ms. **Mintz**. I, I would agree with you. But I think right now a big initiative is trying to get all our children to learn how to read English.

Chairman **Goodling**. Mr. Hoekstra? How did I do?

Mr. **Hoekstra**. You did fine. Thank you. You know, Hoekstra is a very easy name to pronounce, which I am sure you are going to find very soon

I want to thank the panelists, because I have found your testimony very interesting. The area that I represent has a large number of limited-English-proficient students and we have an acute shortage of teachers. So, I have always been a very strong proponent of early intervention, as is our Chairman. But I had believed that it took teamwork to be able to take those situations that we found ourselves in with the shortage of teachers and that we needed to have volunteers. Listening to the majority of you talk about your experiences and your recommendations that volunteers are not the way to go, but to use all trained teachers, I have a difficulty with that. On the other hand, listening to Mrs. Check talk about the experiences that they had using volunteers and using this kind of team effort, I have been of the idea that: do not tell me why we can not do it, tell me how we can do it. How can we get it done? And until you give me more teachers, more well-trained teachers, it seems to me that in my area we are going to have to try to make that team effort work.

So I would ask you then, Mrs. Check, please expand on why you think the combined efforts of the schools, the communities, and the volunteers is the effective method to use at this time?

Ms. **Check**. Children come in contact with a variety of people. Many children have loving parents who have the opportunity to read and work with them during the day. Others may have to spend working two jobs, often come home tired. We can not -- those children need additional help from someone else in their "village," whether their parent, a neighbor, an older brother, older sister. It does take a team. And when teachers and parents and volunteers, like Melba, who -- their child was somewhere else, far away in California, but she wanted to take her time and her love to a child that she could not give to her grandchild.

We need to round up the support and get these people who need and want to give their time an opportunity to do their part. I feel that it is very important that they be included. Too many people feel not included in the important parts of raising the children who they -- I think if we can include and give those churches and city organizations -- who are just waiting to be asked. When the fire department heard that we were looking for more volunteers, that one of the firefighters went to the chief and said: we can do this; we sit around the fire house all day; we can go and work with these children. And it is, it is not that they taught these children to read, like Dr. Moats said, but they inspired them. They said: here is somebody who wants to help me; I can do better; I can see that.

I think we can round up the support from a wide variety of community people, parents, teachers. But when we work together I think the results do show that we do _ we can make a difference.

Mr. **Hoekstra**. What I am hearing you say, then, is that these volunteers could possibly augment the interest of the child so that then the trained teacher can move that process a little faster. Is that what I'm hearing you say?

Ms. **Check**. Yes. But we have our tutors -- we do not send them -- just because you can read does not mean you can be a tutor. We very carefully screen our tutors. We give them in-service instruction. There is always a reading resource teacher or a tutor coordinator to help answer questions, make sure they are selecting the right material. If the teacher has not put the material into the folder, and usually the teacher or reading resource has said: this is what I would like you to use today to work with this child. So, it is not a carte blanche. They are very much guided and the tutoring is a very focused portion of these children's day.

Mr. **Hoekstra**. Thank you, Mrs. Check. Yes, Mrs. Mintz?

Ms. **Mintz**. I think there is a great need for tutors. And I am going to speak only within the school system. I just got done for the past week assessing kindergarten students, knowledge of letters and sounds. And being in a typical kindergarten classroom where there may be one teacher, maybe one assistant, maybe not, with children at all different levels of literacy understanding -- if one of the things we think about, I have mentioned the thousand hours of literacy experiences the children have before they come to school, this is done by parents who do not have degrees, people who read, people who care about reading. There are lots and lots of things that volunteers can do to help us. Even more so than instill a love of learning to read in children, there is lots of things that they can do. I think it is a multi-pronged effort. But I certainly agree with you that tutors -- you know, all you have to do is walk into a public school and you see one person perhaps with 25, 30 kids, and you know the, the level of differences. There are lots of things that tutors can do, and they do not need a lot of special training to make a difference and to raise the literacy level of these children. So, it is very valuable.

Mr. **Hoekstra**. Thank you. Mr. Chairman, I appreciate the opportunity to be able to ask some questions and I give up the balance of my time.

Chairman **Goodling**. Thank you. Mr. Norwood?

Mr. **Norwood**. Thank you, Mr. Chairman. Ms. Mintz, you had said: teachers graduating in the last 10 years are having a problem in teaching, et cetera. Ms. Wakefield, you said new teachers are unprepared to teach reading today. I do not question any of that. But I do question this thing about volunteers. If our teachers are unprepared to teach reading, then we need to find volunteers. I think there is a place for them too. And especially, Ms. Check, I think it is a great idea to use them for motivational purposes. But if reading, or teaching reading is not easy, I do not think it must be or we would not be doing it as badly as we are, then I think perhaps we need to focus our attention on having our teachers learning how to teach reading and make sure we understand what volunteers are: they are there for motivational purposes. Now, if I am wrong, then it is easy for volunteers learning how to teach reading and the teacher is not learning how to teach reading. Dr. Fredrick,.do you want to comment on that?

Dr. **Fredrick**. First of all, I agree. I am a little -- I think we need volunteers in the classroom. I would not be one to say: do not bring volunteers in the classroom. And I think we need to be very careful what we ask them to do. If possibly you are running very good small-group reading instruction in your room and you need another adult who can answer questions and guide the other 15 first-graders who are not in your reading group at that time, that is a wonderful purpose for them. And even at that, they need to be trained to be able to do that.

If you are expecting the volunteer is going to come in and take out one child or two children at a time and teach that child how to read, I think you are placing unreasonable expectations on your volunteer unless your volunteer is either trained in the teaching of reading or has in his or her hands a very explicit reading program that says exactly what to do and how to do and that he is trained in using that reading program. Short of that, I do not really think it is reasonable to believe or expect that volunteers can come in and do the teaching of reading for us. I do not think they need to do that and I do not think they should be asked to do that.

Mr. **Norwood**. Let me ask you, Dr. Fredrick, I do not have much time. You were describing how children learn to read and you can show how these practices basically are backed up by research. And if you would submit that for the record at a later date, I would be very grateful for that.

Just a comment about two languages. I have always felt that the more of our young people who speak two languages, the better. But I do not think we want to confuse the issue of half of our kids not being able to read English and be involved in another language. Let us get our situation up to where we have 95 percent of our students reading English at grade level. Then we can worry the next 10 years about how to get everybody speaking two languages.

Any of you, how do you determine if a child is reading at grade level? Anybody?

Dr. **Fredrick**. In my school, my district, we have reading selections that we call "benchmark selections," and we use what is called a "running record." So I listen to the child read. I run a record alongside of it. I do the analysis of that. And if they are reading at 95 percent accuracy and fluency and that benchmark is the end of first grade, then I would assume that child is --

Mr. **Norwood**. Does that mean in California if you are reading at the eighth-grade level you also will be reading at the eighth-grade level in Georgia? Dr. Moats?

Dr. **Moats**. In the research projects we use tests that have been nationally normed and that allow for comparisons across states or across school populations, and they have been developed using sophisticated technology and sampling item development and so forth. So "grade level" is defined as the middle of the continuum of reading ability from high to low and grade level actually is the middle 50 percent of a distribution.

Mr. **Norwood**. So, in effect we have a standard of –

Dr. **Moats**. Yes.

Mr. **Norwood**. -- reading at grade level already?

Dr. **Moats**. Yes.

Mr. **Norwood**. Well, why can we then not know what we need to know in Congress and in the Department of Education? Why will we need to know the standard, if we already have a standard to determine how children are reading across the country?

Dr. **Moats**. Well, I do not want to open a can of worms, but one of the problems is that these nationally normed tests are not widely used. So because it has been up to the discretion of the states to determine whether there is even going to be a testing program. Some states have not even evaluated the students across their own states. One of the problems with California, the National Assessment of Educational Progress results were a shock because there had been no statewide testing program. So, one of the reasons one might advocate a --

Mr. **Norwood**. Did that _

Dr. **Moats**. -- testing program.

Mr. **Norwood**. -- you did not know if your students were reading at grade level?

Dr. **Moats**. That is right.

Dr. **Fredrick**. As compared to other states.

Mr. **Norwood**. How do we know, then, that half of our children—students--are not reading at grade level? I have heard that statement made here a lot. How do we know that?

Dr. **Moats**. The --

Mr. **Norwood**. We can do better but --

Dr. **Moats**. Well, one of the most important sources of data we have is the National Assessment of Educational Progress, but participation in that is voluntary by the states. So, about 40 of the 50 states do participate, and actually that source of data has been very important in determining, for example, most recently that children nationwide at the fourth-grade level are not making any progress.

Mr. **Norwood**. Why would a state not participate?

Dr. **Moats**. I do not know.

Mr. **Norwood**. Thank you, Mr. Chairman.

Chairman **Goodling**. Mr. Fattah?

Mr. **Fattah**. Thank you, Mr. Chairman. Let me thank all of the panelists too. I do want to ask a very brief question. I am aware of what Mrs. Check said, that in the one school _ Magruder, is it?

Ms. **Check**. Yes.

Mr. **Fattah**. --you moved from 1 percent to close to 80 percent. I want to ask the rest of the panel whether you are familiar with any other successful implementations with evidence of that level of success that you could share with the Committee? Let me thank you and then let me congratulate you for that work.

Let me ask you, Dr. Moats, on a separate subject. You did a lot of research on reading?

Dr. **Moats**. Last year I visited where as -- someone -- that is the reason --

Mr. **Fattah**. Thank you. We only have a certain amount of time --

Dr. **Moats**. Okay. I am sorry.

Mr. **Fattah**. -- so I want t to try to get my question out. I am interested in whether there is a correlation between the success of the students and the expectations that the teachers have in their ability to succeed?

Dr. **Moats**. There is some relationship. But one of the striking things about the research program is that even though teachers may have high expectations and even if students are read to a great deal, that is not enough to ensure that they will learn to read.

Mr. **Fattah**. I think I need to be more direct in my question. If teachers have low expectations of these children, will that have a correlation in their success?

Dr. **Moats**. Yes.

Mr. **Fattah**. Okay. Are you aware in the research that in many instances with disadvantaged children that the teachers who sometimes are in front of them do not always have the highest expectations for these young people's ability?

Dr. **Moats**. Yes.

Mr. **Fattah**. And, now, so if we were to rely only on teachers, and if students who are already at a disadvantage end up with teachers who are not enthusiastic, would not we be creating a set of dynamics in which we could never address the issues at hand?

Dr. **Moats**. Yes. But we can counteract those expectations by telling teachers that what they do matters, that the knowledge matters a great deal, and that most of the prerequisite skills for successful reading can be taught right in the classroom. They are not dependent just on --

Mr. **Fattah**. That is one thing. I also wanted to ask you about the research, and maybe Dr. Fredrick would like to comment as well. It is my understanding that a child of average ability could be taught how to read even prior to admission to school, that this notion of early intervention is one in which we should be really talking about reading readiness for three and four and five-year-olds. Does your research support this?

Dr. **Moats**. The research supports that the foundations for successful reading can be laid with three, four, and five-year-olds, five-year-olds especially, but that most children are not linguistically ready to read until about age six.

Mr. **Fattah**. Dr. Fredrick, can you comment on that?

Dr. **Fredrick**. I think that, I think that we can teach five-year-olds to read if they have the language base necessary. But without the language base and the linguistics skills, that is very difficult to do. But what we can do is kind of wait for the language skills to come, but to teach the language skills in preparation for teaching the reading skills.

Mr. **Fattah**. Okay. Can three-year-olds learn how to read?

Dr. **Fredrick**. Some do.

Mr. **Fattah**. Can four-year-olds learn how to read?

Dr. **Fredrick**. Some do.

Mr. **Fattah**. Okay. And five-year-olds definitely, you both concur, can learn how to read?

Dr. **Fredrick**. Five-year-olds can learn the prerequisite skills for reading. I would not expect five-year-olds to learn to read, but I would expect them to come into first grade with specific skills we can identify and teach.

Mr. **Fattah**. Okay. So, let me go back to you, Mrs. Check. Your success, and we have not heard any other stories of actual success that supplant what you have suggested to the Committee, is built partly on the fact that you have involved other people in in this effort, parents and volunteers. That is part of the reason why you have been successful?

Ms. **Check**. Yes, it is. Plus we have a school board, we have had city council, we have had support from all, all areas.

Mr. **Fattah**. The yellow light is on. I know the chairman is usually generous with the time but I want to make sure I get this point on the record. What we have then is a proven case of success in which an enormous amount of progress has been made. It has involved other people as tutors and as volunteers in a community-wide effort. And it would seem to me that that might be a model on which we should build, Mr. Chairman, rather than to try to fund some other way to proceed that is yet to show the same level of success.

Chairman **Goodling**. Are you saying it is already in place and we do not need --

Mr. **Fattah**. No. No. What I was saying is that --

Chairman **Goodling**. I am putting words in your mouth.

Mr. **Fattah**. What I was saying, Mr. Chairman, is that the children who have benefited by having their minds opened to learn how to read, moving from 1 percent reading at grade level to almost 80 percent, what if we share that with the rest of America, using the enthusiasm of the President and the Chairman and others to find a consensus -- we may have one in front of us about how we ought to proceed. Thank you.

Ms. **Check**. It can be done.

Mr. **Fattah**. Thank you.

Chairman **Goodling**. Mr. Riggs?

Mr. **Riggs**. I want to ask two more questions, ladies, and one is do you have any thoughts how we can use this new money, this additional $260 million of Federal taxpayer funds that have been set aside by the bipartisan agreement to balance the budget for this new Literacy Initiative, to actually leverage improvement in existing Federal education programs in our primary schools, particularly Title I, the large Federal remedial program? Is there a way that in this legislation we can actually take this money and use it where we need to improve how those Title I dollars are already being spent? You can ponder that. You can let us know. If you would like to, you can respond in writing, because I am sure we will keep the record open.

Let me go to a second question, and I specifically would like Dr. Fredrick to begin this. It appears now we are going to be sort of proceeding on parallel tracks. We are going to have two simultaneous debates here in Washington -- maybe "debate" is too strong a word -- but we are going to be trying to craft this new Federal Literacy Initiative, while at the same time discussing or debating the efficacy of allowing or developing a new voluntary national education test.

Now, several of you have said today that you do not believe in social promotion. Do you believe that there should be some sort of standardized performance test or standardized assessment -- and I do not care whether it is Federal, state, or local -- but some sort of standardized assessment in place at that local school site level that assures that child is ready to advance? In other words, do you believe in some sort of competency based advancement system in place of social promotion that would assure that a child would not be advanced from grade to grade or, worse yet, graduated from secondary school without being able to demonstrate at least a basic mastery of English, reading and literacy skills? And I would like to get an opinion from all of you, because my concern is that we appear to be closing the door on the option of allowing the Department of Education and its contractors to develop a new national education test, as the President has called for, to address this problem of social promotion and to promote greater accountability in our schools. As it relates back to literacy and English and reading skills, it just does not seem possible to me that a child could be advanced from grade to grade, much less graduated, without being able to demonstrate a basic level of proficiency on some sort of standardized assessment or performance test.

So, the question is (a) should we have such a test and (b) if so, who should develop it and where should it be administered? Dr. Fredrick?

Dr. **Fredrick**. I think we should require competency to move children from one grade to the next.

Mr. **Riggs**. Is that what you meant when you, when you used the term "exit exam"?

Dr. **Fredrick**. No. The exit exam was for the teacher preparation programs, for the teachers to exit their --

Mr. **Riggs**. I see.

Dr. **Fredrick**. -- preparation programs, so that they will be prepared to do this when they come into the schools. I think that many things will have to change for that to happen, and it has been alluded to here this morning already, and that is we will have to change our focus. We cannot do everything in a six-hour school day. And I think it is reasonable to tell our K through third-grade teachers that your first and foremost job is to teach every child to read and write. Okay. That means they need the training to do that; they need the programs, instructional programs, that will be effective to accomplish this; they need a time to do that; they need in-service training in the programs they are using; they need continual technical support in implementing these programs; and then in fact they can teach these children how to read.

Mr. **Riggs**. Well, you have made that point and all of your fellow panelists or witnesses have made that point effectively. But my question goes back to whether a child should be advanced from grade to grade or graduated from school without demonstrating at least a basic or fundamental knowledge of the subject matter? Dr. Moats, or someone, referred to the NAEP. The drawback with the NAEP, of course, is only 33 of the 50 states are participating in the NAEP. The NAEP only gives us a representative sampling of student performance. It does not give us individual student results.

So, again, do you believe that we should have some sort of standardized assessment or performance test? And if so, who develops it and who administers it? And if we do not have one in English, I can not imagine what subject we would have it in.

Ms. **Check**. I would like to address that a minute. We in Virginia have had our literacy passport tests in place now for six years. This past June was the first graduating class that a student did not graduate because they did not pass the literacy passport test, which was given in, in their sixth-grade year, and then they had sixth, seventh, eighth -- they had until they graduated to pass that competency test. It has served Virginia well.

We are in the process of looking at standardized testing in grades three, five, eight, and eleven, and that is in the process. We gave them a pilot this past spring. I think it focuses our attention on the curriculum. We have talked about a lot of variety of things that come into the curriculum. Standardized testing that we have been focusing towards in Virginia focuses us very directly on what has been identified by the Department of Education as needed. So, that focuses teachers and parents and curriculum writers, like myself, to make sure that we include within our curriculum guides those things that will be assessed. I think it gives us focus. Plus then we have names. We have these five children in this class and six in this class. It very clearly identifies the children that need our support, whether that support comes from a tutor or a reading resource teacher, or whomever that might be. I think that is another good part.

I mentioned that testing serves no purpose. It does not give you a pool of children to work with or give you information that is a moot point. I think what we are working towards in Virginia gives us information about what we are supposed to be testing, what we are supposed to be teaching. The tested, the taught, and the curriculum all work together.

Mr. **Riggs**. Thank you, Mr. Chairman. I know others would probably like to expound on that, but -- the Federal Government.

Ms. **Check**. We --

Chairman **Goodling**. Yes. Mr. Roemer?

Mr. **Roemer**. Thank you, Mr. Chairman. I would like to bring us back even a little bit earlier in looking at our opportunities to teach young people how to read. The President recently a few months ago had a conference at the White House where we found, and many people knew this for a long time, that zero to five is a very fertile ground to teach young people some of the basic vocabulary skills and other things to get them off to a good start to learn to read. I guess I would address my first question to Dr. Fredrick, since she is working currently in the university setting. Do you see more of a growing emphasis on this early intervention curriculum in our universities and colleges and are the deans in these schools and are the professors in these schools responding to this growing field of literature that points to the rich potential of young people have to learn the basic blocks, the basic skills for reading?

Dr. **Fredrick**. I think currently there is a move in that direction. I think the move has been slow to come. I think we are finally moving away from a time when we thought that we should use those early years just to leave them to discover on their own and not try to teach them anything specific towards a time when we are seeing the potential of what they could learn in terms of prerequisite skills for what is coming for them to learn, and are taking an active approach in that in early childhood departments, also early intervention with our children with disabilities, whatever those disabilities might be. Clearly there has been a focus in that direction recently, and supported very much by the colleges of education.

Mr. **Roemer**. So, Dr. Fredrick, do you think it is a recent trend and do you think it is beginning to turn in that direction rather than having developed a field of literature or having beginning to instruct some of these schools as to how to go back into the field in the schools and begging to work with these young people? This is just a growing trend as far as you are concerned?

Dr. **Fredrick**. I believe that it is.

Mr. **Roemer**. Does anybody else have any kind of reference point? Dr. Moats, can you answer the question?

Dr. **Moats**. I finally accept the idea that early intervention is extremely important in preventing reading and academic failure. That should begin at age three. But what I do not see yet is the level of information that preschool teachers and directors of preschool programs need in order to target the specific skills that we know really prevent any failure.

For example, in a Head Start, it would be very important to train those teachers specifically in how to teach phonemic awareness to children or the beginnings of it and why it is important and not leave it up to chance, not leave it up to a general language enrichment program which can set the stage in a different way that will not have an effect on learning to read.

Mr. **Roemer**. You mentioned one of my favorite programs, the Head Start program. Let me ask you another question about that. If we reauthorized that program in this Committee, would your recommendation then be for us to be less concerned about the number of children enrolled in that program and more concerned about the quality of what we teach, how we prepare our teachers, professional development, those kinds of issues?

Dr. **Moats**. Absolutely. I agree with you.

Mr. **Roemer**. And do you have any other recommendations on the reauthorization of Head Start and what we might want to focus on there in terms of early intervention?

Dr. **Moats**. I think that is a little out of my context --

Mr. **Roemer**. All right. Let me ask another question. I thank the panelists for their helpful testimony here this morning and this afternoon. We have heard, you know, different emphasis on teacher preparation and different emphasis on outreach in the communities. What exactly should be the Federal role in these areas? Should we emphasize more in terms of seed money, in terms more of our ability to positively affect these programs, teacher development and teacher preparation, or should we look more, as the America Reads program does, at outreach in the communities?

Dr. **Moats**. One of the constructive things that I think can be done with Federal dollars is give incentives to university programs and programs that do prepare teachers to work in partnership with school districts and with agencies that are able to disseminate research that is reliable and holds up to a scientific standard. That has been done in California in the past year with some success, even though the change in process moves slowly, but it really has stimulated debate and opening of university professors to information that they were not otherwise familiar with. It is an action in development. It is very positive.

Ms. **Check**. I wanted to say that Dr. Connolly Williams at Norfolk State University and Dr. Jim Meers at the College of William and Mary have been working very much to create these college programs that are going to help with the America Reads program. Dr. Connolly Williams told me that if I had the opportunity to tell the panel that she needs money to help coordinators. There is money in the funding to pay the students, but there is no money in that particular funding for coordinators or supplies or the particular workshops and things that they have put together to work with the tutors. There are funds for the tutors, but not for the coordination of the program.

Mr. **Roemer**. Just -- yes, Dr. Fredrick?

Dr. **Fredrick**. I also think that there need to be funds available for what we call demonstration research. That is, there are programs out there that are good that have for years been effectively teaching children how to read. And we typically do not _ the Federal Government typically does not provide funds for professors to leave the universities, go out in the schools, and let me demonstrate to you that this will work with your population of children. And if it works in your school, it will work in a similar school down the street, and let us get it going that way. Rather, the funds have typically been for development and how the reading process occurs. Not that that should be taken away; absolutely not. But I do not think it is sufficient. I think we also need to go out and demonstrate what is working so that people can learn from that and to compare programs that are available and see where we want to keep our funds and our energies in terms of providing programs for teachers.

Mr. **Roemer**. My final question would be, and Mr. Riggs has asked you all about how you feel about standardized tests. And there has not been anybody jumping up to the microphone to answer that question. So, let me try and put it a different way.

When we sent money down to the states or out to the local level, we have, among many concerns, we have concerns of accountability and we have concerns about whether or not that money is successful in achieving the objective policy objectives that we have sought. How do we measure, in terms of America Reads or literacy programs, success and how do we ensure accountability?

Dr. **Fredrick**. Okay. I will say something. I do think we need a national standard. But we need to have that assessment, or an annual assessment. It needs to be developed objectively, independently, bipartisanly, so that it does not become a political issue of what is the best way to teach children how to read. Okay? And unless we get that kind of an assessment, we are going to continue a battle that is going to take us nowhere.

Chairman **Goodling**. And can you imagine getting that agreement? We have some who believe, in the Congress, that if you just teach phonics that it will take care of everything.

Dr. **Fredrick**. That is the problem.

Chairman **Goodling**. Others say that if you just teach whole language that will cure everything. I will guarantee if you do not teach both you will not cure anything.

Dr. **Fredrick**. Right. Well, that is the idea of making the tests not a political issue, even though the funds come from the Government. I am not sure how you do that. Okay? I am just saying that if there is a political base to this national assessment, it is not going to get us anywhere.

Mr. **Roemer**. Mr. Chairman, I thank you for extending the time for me, and I thank the panel once again.

Chairman **Goodling**. I do not know what you use today, but I know when I was in the business we had standardized tests called "California," and we had standardized tests called "Iowa." I do not know how many more there may be now. I would assume you still have those same standardized tests --

Dr. **Fredrick**. Yes, we do.

Chairman **Goodling**. -- that we had back in the dark ages, only upgraded.

Dr. **Fredrick**. Right.

Chairman **Goodling**. The last word, Mr. Scott?

Mr. **Scott**. Thank you, Mr. Chairman. First, I am going to ask the intent to introduce information, news articles, on the Newport News program for the record? Thank you.

See Appendix I for materials submitted for the record by Mr. Scott.

Mr. **Scott**. Mrs. Mintz, you apparently have the luxury of being able to select from a large number of applicants for teachers. The gentleman from Texas, Mr. Hinojosa, indicated that they are having trouble hiring enough teachers. You also indicated that teaching is an art.

Ms. **Mintz**. Teaching reading.

Mr. **Scott**. How do you measure who should be hired to teach and who should not? I would assume you do more than just read the resume, if it is an art?

Ms. **Mintz**. Yeah. We, we interview all the teachers on several levels. First, they have to have the necessary requirements just to be certified in all those kinds tests that they have to do.

Mr. **Scott**. Let me add to that, because the gentleman from Pennsylvania also added that the expectations of the teacher is an important factor. Is that part of the interview process, to determine whether or not the perspective teachers care about the students?

Ms. **Mintz**. Yes, that is part of the questions. It is in the questions that we ask. It is not a blatant question. But we do ask questions and there are several levels of interviews that candidates have to go through. So, it is a multi-leveled process, and this past year we had 5,000 applicants for 250 positions. So, we do have a lot of people to choose from.

Mr. **Scott**. And what, what are you trying to cull out during the interview process? What skills that are not apparent on the resume are you trying to look for?

Ms. **Mintz**. Well, actually, if it were just to look at reading, one of the things that we do not look for is how knowledgeable they are about teaching reading, and that is because we have given up on that. So, we look toward other things, hoping that we will be able to help them once they join our school district. If we do have someone who is knowledgeable about reading, I run down to the personnel office and say: give them an open contract. But we do not find people like that very often. So, we look at generally their intelligence -- we do not do intelligence tests, but just from speaking to them -- their attitude about education, how willing they are to continue being learners, things like that.

Mr. **Scott**. Thank you. Ms. Wakefield, you indicated, I think, and several have indicated that you have to teach different students differently, that the fast students can learn one way and the middle students learn another way, and the slow students learn another way. If you try to teach the slow students the same way you teach the fast students, what happens?

Ms. **Wakefield**. You lose them in the process. That information or what you are trying to teach, they are not able to take that and work with it. The children that learn real easily, of course, you tell them one time and they take that and apply it to new situations. But the children that have difficulties need you to work one on one with them and take your teaching directly from what they are doing each day. You have to tailor exactly what you do to what their needs are. You can not generalize with the children having difficulty.

Mr. **Scott**. And, Dr. Fredrick, I think you also mentioned that you have to teach different students with different techniques. Do you want to say anything more about that?

Dr. **Fredrick**. No. Maybe some clarification. Our most advanced students only need to practice something eight or twelve times and they have got it. Our very slow students might have to practice it a thousand times before they have it. So some of it is an issue of how much repetition they have and how much practice they have. And, so, when we look for good instructional programs, we look for programs that have built into them enough practice for the very lowest children and in fact do not require our highest children to do the same practice.

I think it is a mistake to think that they need different skills, however. They need the same skills and they move them at a different pace and they may be ready for them at different times, but I would not want to skip over some of the skills for some of our students.

Mr. **Scott**. Okay. I yield very briefly to the gentleman from --

Mr. **Fattah**. Thank you.

Mr. **Scott**. -- Pennsylvania.

Mr. **Fattah**. Thank the gentleman. Let me ask you a question on that, Dr. Fredrick. What happens in reverse? What happens when you have a very gifted student, but who is being taught as if they were behind the curve?

Dr. **Fredrick**. They might do a number of things. They may tune out. They may become disruptive.

Mr. **Fattah**. You are aware that in much of the research that has been done, we now know that minority students, for instance, are disproportionately tracked into slow-learning categories, who ought not be there. And our teachers misinterpret at times things that they can not explain out of their own cultural backgrounds?

Dr. **Fredrick**. And some of that misinterpretation comes from the fact that they have not been taught the reading skills necessary to be successful, either the prerequisite skills for reading and/or the very beginning, explicit, systematic instruction they need to crack the code, if you will, to get them started. Not the end, but to get them started.

Mr. **Fattah**. Let me thank the gentleman from Virginia. I have to yield him back his time. But thank you.

Mr. **Scott**. Thank you. Dr. Moats, from a research point of view, is Reading Recovery in the research?

Dr. **Moats**. It has been researched, both by the people who have designed it and by independent people.

Mr. **Scott**. Does it work?

Dr. **Moats**. The simple answer to that is that it probably does not work for as many students for as long a time as the proponents of the approach argue, but that it does work for many students, at least over the short term. One of the things we need to do in this field is to look at programs such as Reading Recovery from an independent scientific perspective and ask a more refined question, which is for which students does one approach work, under what conditions, and try to instead of embracing one particular approach, sort out what students of different needs and different developmental levels need and which components of reading instruction are going to be the most powerful and at which point in their development.

Mr. **Scott**. Does the research show that it costs more to educate children at risk than middle-class students?

Dr. **Moats**. It costs more to educate children who do not come to the reading process with the proficiency that allows them to teach themselves. In other words, it does require more hours, more expertise to reach those children. But those children are in all socioeconomic levels, not only those who are disadvantaged.

Mr. **Scott**. But do you find more in the disadvantaged socio-economically disadvantaged groups?

Dr. **Moats**. Those children are more at risk for a number of reasons, and certainly some are from the lack of resources available to them, in many situations, yes.

Mr. **Scott**. Now, if you do not intervene early, K, maybe first grade, and the student gets to the third grade without having the reading skills, is it more expensive to catch them up after they have passed the third grader?

Dr. **Moats**. Yes, it is.

Mr. **Scott**. Now, Mrs. Check, for Magruder, are the teachers specially selected and the principal specially selected for Magruder?

Dr. **Moats**. All of our principals and teachers go through a selection process. I feel that the principal that was chosen for Magruder at that critical time was especially chosen for her people skills, her organizational skills, and her vision. So, yes, she was specially chosen for that program. And then as a principal, she, as well as all the principals in Newport News, had the opportunity to interview candidates and select their staff. I am sure she had a lot of people that were there when she came, but she also certainly over her tenure had a chance to select those people that would meet her needs.

Mr. **Scott**. Okay. Dr. Moats, you have heard that this school had a 1 percent at grade level and now almost 80 percent at grade level. They have teacher assistants, tutors, volunteers, significant work on parental involvement, plus Reading Recovery. Do you think we can reproduce that 1 percent to 80 percent in other schools?

Dr. **Moats**. Yes, I think so, but I would also ask from a scientific perspective. I have wanted to look at studies that answer more specific questions about which components of reading instruction were the most powerful in producing positive changes that would last. I would want to compare the approach that was used in that school system with other possibly even more powerful approaches that might get even better results. We need to ask the question objectively. We need to look beyond individual programs that --

Mr. **Scott**. Results. The question was asked whether or not people had seen changes over a four or five-year period at the same schools from 1 percent to almost 80 percent and no one responded. Can we reproduce this?

Dr. **Moats**. We know a great deal about general characteristics of programs that ensure better performance in early reading skills, but we need to ask a more refined question, which is: compared to what other types of programs do we get the best result from certain types of children over a long period of time? I do not know what to say or what comment to make about this particular program, because it was not done as a controlled scientific study.

Ms. **Wilson**. Excuse me. I think there are programs out there that are making the same kinds of gains. I am not sure that those increased over eight weeks from the first grade to the fifth-grade level. That is a substantial gain. I worked with Chicago highschoolers in the tenth grade who were reading at the second-grade level, and over 12 weeks increased to the fifth-grade level. Now you know, that I know about from the first to the eightieth percentile that there are now substantial gains to be made.

Mr. **Scott**. Well, the first to the eightieth is 1 percent were at grade level, and then 80 percent were at grade level. And I think what you have testified is that outstanding improvement is not unusual if you have assigned the right technique and teach them to the right students.

So, that, Mr. Chairman, I appreciate your flexibility with the time. But I think all of the witnesses have suggested that children learn and we can do a lot more --

Chairman **Goodling**. I think they all indicated teacher preparation. Well, I want to thank all of you. You were outstanding witnesses. As you noticed, you were kept a long time. I imagine if I did not rap the gavel they would keep you longer. But I do thank you very much. It is very important testimony.

Appendix A – OPENING STATEMENT OF THE HONORABLE BILL GOODLING

Opening Remarks
THE HONORABLE BILL GOODLING
Hearing before the Committee on Education and the Workforce
"Teachers: The Key to Helping America Read."
September 3, 1997

Today's hearing will explore one of the key components of teaching children how to read: the pre-service and in-service training provided to teachers in how to teach reading.

As a former educator, I know from experience there are several factors which must be present for children to learn to read as early as possible once they enter school.

First, it is key that children come to school with a love of reading, nurtured at home by parents who read to them and instill in them the importance of reading - both for enjoyment and for learning.

Second, it is important that each and every teacher who teaches children how to read knows how to teach beginning reading.

In this regard, we have to be sure that our teachers are well prepared to teach reading. As such, we must ignore the fads and instead base reading instruction on reliable, replicable research on how children learn to read.

While the Administration has placed an emphasis on tutors as the key to teaching every child to read well by the end of third grade, I believe you have to look first to the foundation on which children build their reading skills. We need to insure each child receives the best possible reading instruction as soon as they enter school - and before if possible. We also need to work with the parents of children to insure they themselves have the literacy skills necessary to read to their children and to help their children learn to read in the home setting.

While volunteers can help children learn to read by building on the reading instruction provided by the classroom teacher, we need to insure that each classroom teacher is doing their job to help each child learn to read. This can best be accomplished by insuring they receive the best possible training regarding how to teach children to read - both before they become teachers and while they are teaching.

I look forward hearing from today's panelists, who will provide us with the benefit of their personal experience with respect to the importance of professional development for teachers of reading.

Appendix B – WRITTEN STATEMENT OF MRS. ANN MINTZ, ELEMENTARY LANGUAGE ARTS FACILITATOR, HOWARD COUNTY PUBLIC SCHOOLS, HOWARD COUNTY, MARYLAND

Statement of Ann W. Mintz

Instructional Facilitator
Elementary Language Arts
The Howard County Public School System
Howard County, MD

Before the
Committee on Education and the Workforce
U.S. House of Representatives
Washington, D.C.

Wednesday, September 3, 1997

Mr. Chairman and Members of the Committee,

Thank you for this opportunity to present information about what one public school system is doing to assist both beginning and veteran teachers with staff development related to reading instruction in order to help ensure that our students become strong readers in elementary school.

My name is Ann Mintz and I am a former classroom teacher, having taught kindergarten through third grade for 18 years in an elementary school in Columbia, Maryland. Following that, I served for three years as the first elementary language arts resource teacher for the Howard County Public School System. As resource teacher, I had an opportunity to work with both newly-hired and veteran elementary teachers to assist them with language arts instruction. For the last five years I have served as the system's elementary language arts facilitator. In this present position, I am responsible for interviewing some of the candidates who apply for elementary teaching positions in our county; observing nontenured teachers; supervising approximately 40 elementary reading specialists; planning for and overseeing the implementation of the elementary language arts curriculum; and working intensively with administrators, staff members, parents, and students in nine of our 35 schools to enhance language arts instruction. The information I am sharing today is based on my personal views and experiences from both my past and present positions. I am not here to officially represent the Howard County Public School System.

I would like to begin with a brief description of Howard County, MD and the Howard County Public School System. Howard County is a community of over 224,000 people situated midway along a corridor linking Baltimore and Washington, DC. Approximately 84,000 people live in the planned community of Columbia. Because of its unique location, Howard County was noted in the most recent census as the fourth fastest growing county in the nation.

The school system currently operates 63 instructional facilities, including 35 elementary schools serving over 19,000 children in kindergarten through fifth grade. Howard County students consistently score above the norm on national standardized tests. According to the *1996-1997 Information Guide* published by the Howard County Public Schools, the Howard County combined score on Scholastic Aptitude tests was 1080 -- 69 points higher than the Maryland average and 67 points higher that the national average. On the Comprehensive Test of Basic Skills, Howard County students had an average score higher than approximately 72 percent of the national norm group. The drop out rate was one of the lowest in the state at 2.1 percent. Nearly 79 percent of Howard County graduates continued their education beyond high school, with over 64 percent attending four-year colleges or universities. During the 1996-97 school year, the system employed 2,610 teachers, 50 percent of whom held master's degrees or above. The average teacher has taught for 9.5 years in the system and has a total of 12 years of experience. For 1996-97, the average per pupil expenditure was $6,168.

Every school system, big or small, has children who enter its doors with a wide range of literacy experiences. Some of these students will learn to read no matter what their teachers do. These are the children who enter our kindergarten classes with lots of experiences that prepare them to make sense of our alphabetic system of letters and sounds, who have had many experiences with different types of print, who understand that reading and writing are purposeful, and who have the motivation and confidence to learn to read. Studies have shown that these students have already had over 1,000 hours of literacy experiences before they even enter our public schools. Unfortunately, even in Howard County, a good number of children come to school without these rich experiences. These are the children who must depend on their kindergarten, first, and second grade teachers to help them learn to read fluently so that, by the beginning of third grade, they will all be able to read all grade-level text. The reason I use third grade as a benchmark year is because, typically, third grade instruction relies heavily on students being able to independently comprehend many different types of text in their various content area instruction.

BEST COPY AVAILABLE

Reading is only one of the four language arts. However, teaching children to read is probably the most important job facing every teacher, especially in the primary grades. Teaching reading is not like teaching content areas such as mathematics, science, health, and social studies. For example, with mathematics instruction, there is generally a scope and sequence of skills to follow. In science, health, and social studies there are unit plans that describe a course of instruction. Reading, however, is not a content to be mastered but a process and, as such, requires the teacher to know how each child is currently achieving and what needs to be done to further his or her progress. This requires background knowledge about the reading process, practical steps for identifying each child's current strengths, appropriate materials and the ability to select the ones most closely matching student need, and skill in knowing which strategies and skills to introduce and reinforce at the optimum moment. Looking at it from this perspective, teaching reading is an art, one that requires a thoughtful teacher who can move each child from point A to point B in a timely, developmentally appropriate manner.

Intermediate teachers in grades three, four, and five also have an extremely challenging job when it comes to reading instruction. As soon as children become fluent readers of grade-level text, the focus of instruction changes from learning to decode text to understanding the structures and nuances involved in the many different types and genres of higher-level text encountered daily -- including various types of literature, exposition, and functional reading material. As the reading section of NAEP (National Assessment of Educational Progress, given for the first time in grade four) indicates, students must be able to generate, in writing, developed responses to high-level questions involving interpretation, personal response, and critical analysis.

Now to the heart of my testimony. I am troubled by what I see as a lack of preparation, at the pre-service level, for many of the teachers I encounter. I do not believe that this is indicative of the knowledge level of teachers entering the Howard County Public School System. We are privileged to be able to select the best and the brightest candidates available. For the 1997-98 school year alone, we were able to hire about 250 teachers, in grades K-12, from a pool of approximately 5000 accredited applicants.

I sense, instead, that there are too many beginning teachers who lack an understanding of what good reading instruction entails. As an example, let me share an experience that occurred last spring. I was interviewing a teacher candidate who had just completed a master's program in reading. I asked her the one question that I always ask which is, "If you were working with one or more first grade students who were having serious problems learning to read, what would you do?" She replied that she would find materials for them to read based on their current interests. I told her that was a good start and then asked what she would do next. You are probably surprised to learn that she could not think of anything else to do. Unfortunately, I was not surprised at all. In fact, I have never had a satisfactory-response to that question from any of the 20 or so applicants whom I interview every year. I could share a litany of appropriate answers, several of which would make an acceptable response. For example:

- Do some diagnostic assessments
  - √ to see if these students are phonemically aware
  - √ to learn what letters and sounds they presently know
  - √ to see how many sight words they have accumulated
  - √ to learn if they are aware of the concepts of print.
- Take a record of their oral reading of an easy book to see what problem-solving strategies they are currently applying.
- Involve them in daily guided reading instruction, using text on their instructional level.
- Provide direct instruction on the skills that need strengthening.
- Model strategic reading behavior for them.
- Provide appropriate cues that will prompt them to use the strategies they are learning.
- Involve them in hands-on activities that will support their phonics and sight-word acquisition.
- Provide acceleration activities in the classroom and for home that will target their needs.
- Formulate an intervention program that will provide additional daily support.

Responses such as these require a firm understanding of how young students learn to read.

BEST COPY AVAILABLE

I think that the reason I was asked to address this committee is because it is important for you to know what a public school system must do to help its teachers more fully understand how to teach reading. One of the initiatives my office has implemented over the last several years is to provide a variety of courses related to reading instruction.

- Last spring we offered a one-credit continuing professional development course on intermediate language arts instruction to teachers in grades three, four, and five and over fifty teachers voluntarily signed up. This fall it will be offered again.
- Last fall, spring, and again this summer, we offered a one-credit continuing professional development course to teachers in kindergarten, grade one, and grade two and each time the class was full. For the summer class we contacted newly hired teachers because a student from last spring's course made the following comment: "I'm so upset. Why couldn't you have offered this class before I began teaching? Now that three-fourths of the year is over, I finally know what to do!"
- This summer we held a three-day class for all of the primary teachers in four of our elementary schools where there are a number of students who are not reading on grade level. Each of the 30-plus participants gave it the highest evaluation possible.
- For the last two years a joint effort from the elementary and special education offices has offered a two-day class to primary classroom and special education teachers at five targeted schools each year. A third session will be held this fall for five additional schools.

All of these classes are offered in addition to having one language arts resource teacher available for every eight or nine schools whose roles are to provide demonstration lessons, workshops, and individualized support to all staff members working with students in the area of language arts.

For the current school year I have already begun a course where our school system is paying over 20 first-year teachers to attend 18 hours of instruction on primary reading. During the first class, I asked these teachers to respond to the following statement: *Please share any comments that describe how prepared you feel as you embark upon your first year of primary reading instruction.* I would like to share some of the comments that they wrote:

- I feel as though I need to follow an existing program. I lack confidence in my personal knowledge.
- I do not feel as prepared as I should be. I want to be able to properly assess my students, monitor their progress, and be able to plan appropriate activities.
- I feel that I can get by, but that to me isn't good enough. I want to be the best teacher I can possible be. And by that I mean to be able to reach the needs of every child in my class. I don't see that as being possible unless I get help and that's why I'm taking this class. First year teachers need as much support as possible. If it were up to me, I would like to see a program come about where each first year teacher has a mentor to follow for one year. This mentor has to be a well experienced teacher, knowledgeable and known for excellence.
- As I begin my career as a first year teacher I am experiencing a great deal of anxiety in terms of accurately assessing and instructing reading. I am thankful for this class.
- I don't feel extremely confident. Reading, to me, is the hardest subject to teach no matter what grade level you are teaching. I get scared that I won't do the right things to get my children reading, or that perhaps due to my inexperience, I will hold them back. When I think back to college, I was taught a lot of theory, but no one taught me specifically, that I remember, what to do. It worries me – I really want to do a good job and be an effective teacher.
- Although I am rather confident that I am a flexible person (which I believe to be a great asset), I feel overwhelmed with language arts. I have ideas but not a "flow" (How to put it together - where to start).
- I really don't feel very prepared. I feel overwhelmed with the essential curriculum and wonder where to begin in language arts. My classroom is supplied with lots of resources. If I only knew what materials I should select to make sure the students' needs are being met. I am also aware that I will need to differentiate instruction in my classroom. How can I figure out where each student is? How do I select materials for each ability level? Please help!
- My college courses were not very helpful in preparing me. I learned a great deal about how to assess individual students, but not much about how to integrate that knowledge with whole class instruction, choosing materials, etc. My student teaching was too short to really get a good sense

of all the reading group needs. I feel that I was lucky because my cooperating teacher had her master's degree in reading. Otherwise I would have been lost. She was teaching what I had learned in college courses. However, that did not seem to be the norm with other teachers, as well as not being extensive enough to give me skills to take to my own classroom. I still need more information on class environment, organization, methods of teaching and choice of materials!!

- Reading Recovery strategies were covered in only one of my courses. I feel I have gained a lot from that course although I can't remember many of the terms. I believe more strategies such as these should be implemented in more college level classes.
- I feel that I may be prepared more than other first year teachers. I worked in a second grade classroom with a wide range of reading levels. I feel prepared to make adaptations for higher and lower readers. I feel somewhat prepared to give assessments to the students to establish/check reading level. I am practiced at running 3 reading groups in a classroom, but not as practiced in selecting the text they will be reading.
- I feel both completely unprepared and at times somewhat prepared. I think I will surprise myself in how much I do actually know but I don't have the confidence in myself to believe that I can be a great teacher of reading. Also, no matter how much I know, I will always want more education to lean/enhance my knowledge.
- Somewhat prepared, but there's lots of room for growth! My anxiety grows daily and my confidence slips as the opening day of school approaches.
- I am very nervous and I feel very little prepared for reading. I am a first grade teacher but in school I never had a first grade experience.
- I had the opportunity to work as an assistant under some very qualified teachers for a year. I do not think I would be as prepared as I am if I had taught first grade directly out of college.
- I feel pretty prepared to teach students how to read. However, I feel that you can never learn enough information about reading.
- I feel that more help should be given for primary reading instruction. I would like to learn more effective ways to teach reading.
- As a long-term substitute, I received inservices/workshops that touched upon reading instruction. I also contacted reading specialists and other personnel for help. Even so, I feel like I need more techniques and strategies to fully meet every students' needs.

All of the initiatives mentioned above are expensive and time-consuming, and we are still not able to meet the goal of having every classroom teacher be proficient in the area of reading instruction. And I am only addressing staff development issues. We provide many other programs that directly support student growth in reading. We are very fortunate in Howard County because the school system, the Board of Education, and the parents and community are committed to having all students read fluently by the beginning of third grade.

I am not here to suggest solutions to the problem. That is a job for more knowledgeable professionals. Nor is my role to condemn all colleges and universities who are preparing today's teachers. Many, I am sure, do a fine job. I am here, however, to explain what I am witnessing first-hand and to speak on behalf of taxpayers who believe that all of the teachers working with their children know how to guide and instruct them in the crucial area of beginning reading instruction. I truly believe that we have a number of what I call instructionally impaired children within our schools who should have learned to read in their primary years and are still struggling in middle and even high school. If all beginning teachers had a strong understanding of the reading process and the knowledge to help all of their students achieve this common goal, our children would, indeed, be well served.

Thank you for this opportunity to speak with you. I would be pleased to respond to any questions you may have.

ANN W. MINTZ
5605 Suffield Court
Columbia, Maryland 21044

Work Number: (410) 313-6842
Home Number: (410) 730-8059
Soc. Sec. #: 206-36-2072

EDUCATION

UNIVERSITY OF MARYLAND, College Park, Maryland;
Doctoral level courses in Curriculum and Instruction; 1991-95; GPA 3.6

WESTERN MARYLAND COLLEGE, Westminster, Maryland;
Certification in Administration and Supervision; 1990; GPA 4.0

LOYOLA COLLEGE, Baltimore, Maryland;
Master of Education in Reading/Special Education; 1979; GPA 4.0

UNIVERSITY OF MARYLAND, College Park, Maryland;
Bachelor of Science in Early Childhood Education; 1974; GPA 3.6.

WORK EXPERIENCE

Instructional Facilitator, Elementary Language Arts
Howard County Public School System, 1992-Present.

Elementary Language Arts Resource Teacher,
Howard County Public School System; 1989-1992.

Teacher - Maryland Academy of Sciences, Baltimore, Maryland; 1989-90.

Teacher - Stevens Forest Elementary School, Howard County Public School System, Columbia, Maryland; 1974-89.

Kindergarten	1979-89
Grade Three	1977-79
Transitional Grade One	1976-77
Grade One	1975-76
Grade Two	1974-75

Teacher - Howard County Public School System Summer School

Gifted and Talented Language Arts	1980-86
Critical and Enrichment Reading	1978

RELATED ACTIVITIES

Participated in developing:
- Beginning-of-year teacher workshops
- Gifted and Talented curriculum for summer school
- Elementary Mathematics curriculum
- Integrated Language Arts Curriculum
- MSDE Pre-K Standards
- Program for University of Maryland 16th Annual Early Childhood Conference, 1986.

Presenter:

Cecil County Public Schools, Kindergarten Inservice, 1991
Harford County Public Schools, Elementary Inservice, 1991
Carroll County Public Schools, Kindergarten Inservice, 1990
Baltimore County Annual Early Childhood Articulation Conference; 1989, 1990.
Maryland Reading Institute Annual Fall Conference, 1989
Maryland Council of Teachers of Mathematics Annual Fall Conference, 1989
Howard County Public School System New Teacher Workshop, 1988, 1989
Episcopal Diocese Annual Early Childhood Conference; 1988, 1989
Towson State University Early Childhood Education Conference, 1988
University of Maryland Annual Early Childhood Conference, 1986
Early Childhood Leadership Conference, Division of Instruction, MSDE, 1986

Other:

Past member of P.T.A Executive Boards of Stevens Forest Elementary School, Owen Brown Middle School, and Hammond High School, Columbia, Maryland
Past member of the Parents' Advisory Committee to the Howard County Board of Education
Cooperating Teacher, 1981-1989
Demonstration Teacher for the Reading-Writing Connection, 1986-89
Consultant in the Reading-Writing Connection to Baltimore County, Cecil County, Harford County, and Frederick County.

MEMBERSHIPS

Association For Supervision And Curriculum Development (ASCD)
Greater Washington Reading Council (GWRC)
Howard County Teachers Applying Whole Language (TAWL), Co-President, 1991-92
International Reading Association (IRA)
Maryland Council of Teachers of English Language Arts (MCTELA)
National Education Association, state and local affiliates
National Council of Teachers of English (NCTE)
State of Maryland International Reading Association Council (SoMIRAC)
Virginia State Reading Association (VSRA).

HONORS

The Howard County Chamber of Commerce Outstanding Teacher Award nomination, 1986
Teacher of the Year, Calendar Magazine, Columbia, Maryland, 1981.

REFERENCES AVAILABLE UPON REQUEST.

Appendix C – WRITTEN STTATEMENT OF MRS. DEBRA WAKEFIELD, PRIMARY GRADE TEACHER, DEL NORTE UNIFIED SCHOOL DISTRICT, DEL NORTE, CALIFORNIA

STATEMENT OF DEBRA WAKEFIELD
PRIMARY GRADE TEACHER

DEL NORTE UNIFIED SCHOOL DISTRICT
301 WEST WASHINGTON BLVD.
CRESCENT CITY, CA 95531

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON TEACHERS: THE KEY TO HELPING AMERICA READ
SEPTEMBER 3, 1997 AT 10:30 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Mr. Chairman and members of the committee. My name is Debra Wakefield. I have been teaching primary grades in California for over 20 years. Presently I am a first grade teacher, Reading Recovery teacher and our district's Mentor Teacher in Early Literacy. This year I will also be the Literacy Coordinator at my school site. You can see that I spend most of my time and energy on literacy. In my opinion, teaching children to read is the most important role of our schools. Reading is the foundation upon which all learning is built. I firmly believe that highly skilled teachers are the key factor in successful reading instruction. It is an honor to be here today to share my thoughts and concerns about professional development for teachers of reading.

Pre-service Professional Development

First I'd like to say that my college and teacher preparation courses did not come close to giving me the background and knowledge that I would need for the task of teaching reading. I received a very small amount of reading theory with little coaching as to how to put that theory into practice. I think the philosophy was "Teaching children to read is not difficult. If you can read, you can teach children to read". I'm here to tell you, that's just not true. Teaching reading is a very complicated subject. As a Mentor Teacher in early literacy, I have had a number of opportunities to discuss this topic with my colleagues. Every teacher I have spoken with felt that they had been very inadequately trained to teach reading.

I am distressed to report that 20 years later, I do not feel that our colleges and universities are doing a much better job. It has been part of my responsibilities as a Mentor Teacher to work with many new teachers in the area of reading instruction. I have found that most beginning teachers are still totally unprepared for the task of teaching reading. When they come to our schools they are dependent on 'teacher manuals' and commercial reading programs to tell them what to teach the children. In the past few years my school has hired several new primary teachers. Most of these teachers were fresh out of college. Although they were excited and enthusiastic about teaching and knowledgeable in their subject areas, they were woefully unprepared to teach reading. The result of this was that they became extremely dependent on the more experienced teachers in our school. This dependency may cause two problems. First, this places a hardship on the experienced teacher who is coping with the ever expanding demands of her own classroom. There is not enough time in the day to teach someone else how to teach reading and teach your own students. The experienced teacher ends up short changing both the new teacher and her own class. Second, there is a danger that the new teacher may seek assistance from a teacher who has had little or no recent training herself. This situation will only complicate the original problem.

The time to learn how to teach reading is when you are in training, not when you are facing your first classroom of students. When new teachers come out of the colleges and universities they should be very well versed in reading theory and practice. They should know exactly what the research tells us about how children learn to read. They should know how to apply that knowledge in classroom situations, and when children have difficulties and misunderstandings they must know how to assess and diagnose the problems.

If I could make changes in the way teachers are being trained in college, I would:

1. Begin reading courses in the sophomore or junior years of college. I believe it takes a full two to three years to properly train teachers to teach reading. There must be balanced reading instruction taught so that college students clearly understand that all of the elements of the reading process must be present.

2. Provide a weekly demonstration session so students can watch experienced reading teachers. They would also have opportunities to discuss the lesson with the teacher and ask questions.

3. Combine the learning of reading theory with the practical classroom application. College students should be working daily with children in reading to be able to put their theoretical learning into practice. They then need classroom follow-up discussion and support so that they can fully understand and practice what they are learning.

4. Train college students in assessment and diagnostic practice. It is essential that all teachers who teach reading know how to diagnose and correct reading difficulties.

The most important job of all teacher preparation institutions in this country must be to prepare their students with the knowledge and skill they will need to be competent, successful teachers of reading from their first day of teaching.

In-service Personal Development

In my 20 year teaching career I have seen many 'reading programs' come and go. Each time a new program was adopted, the teachers received a day or two of training from company representatives. They were given a manual and were expected to teach 'the program'. It was assumed that it was the program that was important and not the skill and knowledge of the teacher. There was usually little or no support after that. Most children did, in fact, learn to read. I found that many children learned to read, no matter what program was used. However, regardless of the program, a number of children did not learn how to read. In general 20% to 30% of the children in my district did not read on grade level. I believe you will find that this figure is representative of the rest of the nation as well. It has been my experience that a few children learn to read very easily. These are the children to whom you explain a phonetic rule once and they immediately begin to apply it to new situations. My role as a teacher is to facilitate their learning. About one-half of the children learn the reading process step-by-step and with good instruction, modeling and reinforcement become very good readers. The teaching role is a very important part of their reading program. The last 20% -30% of the students have a much more difficult time learning to read. They generally have had much less exposure to printed materials and have many confusions about how print works. These are the children who do not learn to read in the primary grades. Each year thereafter, the gap widens for them and they are unable to achieve academic success at the same rate of the other children. These are the children who are in danger of not succeeding. These are the children who slip between the cracks. We desperately need to have 'safety nets' in place for these children. It is because of the needs of this growing number of children that we must insure that all our teachers have the skills and knowledge to teach reading to all children.

Last year I was privileged to have two terrific opportunities for teacher education that made a critical difference in the way I teach reading to my students. It also greatly impacted the way I teach reading instruction to fellow teachers. I was able to take Reading Recovery training and I participated in the California Early Literacy Learning project. In both cases we read professional materials, discussed what we had read and went back to our own classrooms to implement what we had learned. The next week we came back together to work out any difficulties and misunderstandings. We coached, tutored, modeled and supported each other. This was the most powerful professional development that I have ever received. For the first time in my 20 years of teaching, I feel that I fully understand the reading process. I now have a number of techniques and strategies to help those 20%-30% of our children who are struggling and not reading at grade level. I firmly believe that virtually all children can learn to read if given strong instruction that is tailored to their needs. With the explicit, systematic and on-going training I received from Reading Recovery and the California Early Literacy Learning project I know all the elements my classroom reading program must have. I also know how to present these elements to the children. It is extremely unfortunate that it took so long to receive the training that I should have entered the classroom with 20 years ago.

These kinds of training should be an on-going and mandatory part of every school in America. All teachers need to be receiving current training and on-going support in the teaching of reading. I find it very disturbing that we have many teachers who have not had any new reading training in 10-20 years. We now know a lot more about how the human brain works and how children learn than we did 10-20 years ago. Our children certainly deserve the very best and most powerful teaching we can give them in light of current research.

This past week, a colleague and I gave a reading inservice in our district. I come from a small rural area. This is the last week of summer vacation and our teachers were not paid to attend this inservice. We had 35 teachers choose to come and spend their time working to improve their reading instruction skills. The evaluations of the inservice were very enthusiastic and begged for more training. My point is that I believe most primary teachers want all the help, encouragement and support for teaching reading that they can get. I believe that funding for teacher pre-service and on-going, explicit inservice is critical. Without proper training we are seriously hampering the efforts of our teachers and jeopardizing the future of our children.

If I could leave you with one thought, it would be that the most important thing we can do to improve the literacy levels of our children is to invest in the professional training of our teachers. All of the components of reading are important. Phonics is important, the love of literature is important, comprehension is important, but the skill and knowledge of our teachers is the key.

Debra Wakefield
100 Mason Court
Crescent City, CA 95531

Education: **1966 - 1969** Del Norte High School
1969 - 1970 Humboldt State University
1970 - 1971 Butte College - A.A. Liberal Arts
1971 - 1973 California State University, Chico - B.S. Psychology
1973 - 1974 Student Teaching - CSU Chico
Fall Semester 1-2-3 combination
Spring Semester 6th grade
1974 - 1995 Continuing Education
1996 - 1997 Reading Recovery Training
Saint Mary's College
California Early Literacy Project
Cal. State University - San Beradino

Early Literacy

1986 McCracken Literacy 1 Day Seminar
1987 McCracken Literacy Workshop- 5 days
1988 2 Different McCracken Seminars
1990 McCracken Literacy Workshop-5 Days
1992 Wright Group 3 Day Training
1994 Wright Group 3 Day Training
1995 Lieteracy Learning Institute

Math **1985** Math Their Way 5 Day Training
1986 Math Their Way Training
1986-87 Taught Math Their Way Follow Up Classes
1986 Project A.I.M.S.Level I
1987 Project A.I.M.S Level II
1987 The Seven Strands of Mathematics (5 Days)
1988 Project A.I.M.S. Level III
1994 Attended and assisted teaching Math Their Way Class
1994-95 Taught Math Their Way Follow-Up Classes

Assessment

1990-95 Member of the K-1 Assessment Team
I helped develop the Profiles that are currently used in Kindergarten and 1st Grade in Del Norte County.
1992-93 Presented Del Norte Profile for "It's Elementary" kick off for Region 1.
Presented Del Norte Profile at Humboldt County Schools
1993-Attended Assessment Seminars

Family

My husband Steve and I have been married for 19 years. We own and operate Northwoods Restaurant. We have three sons. Ryan is 17, Marc is 15 and Matthew is 7.

Teaching Experience:

1976- 3rd Grade
1976-79-2/3 combination for 3 years
1979-88-Kindergarten
1988-95 1st Grade
1988-89 I was a Mentor Teacher for Project A.I.M.S.
1991-92 Mentor Teacher in Thematic Teaching.
1991 I was selected by my peers as a S.T.A.R. (Superior Teachers Are Recognized) Teacher
1990-91 Master Teacher
1995-97 I am currently a Mentor Teacher in Early Literacy.
1995- I have taught adult classes in Math Their Way for the Center For Innovation In Education. I am currently teaching Math Their Way follow-up classes.
1996 - 97 Joe Hamilyton School's Teacher of the Year
1997 Congressional Recognition Award

Philosophy

I think teaching Primary grades is exciting and challenging. Teaching little children to read is the most rewarding experience in the world. It is my belief that all children are capable of literacy if they are gently guided to discover how print works. Learning to read, like learning to speak is a developmental process best learned in an easy and natural way. I think that the key to strong primary teaching is team work, teachers pooling their knowledge, resources and energies.

Appendix D – WRITTEN STATEMENT OF MS. KIMBERLY WILSON, GRADUATE STUDENT OF EDUCATION, AMERICAN UNIVERSITY, WASHINGTON, DC

STATEMENT OF KIMBERLY WILSON
GRADUATE STUDENT
AMERICAN UNIVERSITY
3010 WISCONSIN AVENUE NW #D1
WASHINGTON, DC 20016

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON TEACHERS: THE KEY TO HELPING AMERICA READ
September 3, 1997 at 10:30 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Mr. Chairman it is a pleasure for me to be here today to testify before your subcommittee. My name is Kimberly Wilson and I am a graduate student in education at American University and the clinical director of a learning center that remediates reading, spelling and comprehension deficits. The subject of today's hearing on teachers: The Key to Helping America Read is of great interest to me both professionally and academically.

As a graduate student in education I have spent a great deal of my time examining the theories and philosophies behind our educational system. I have come to see how important education is to the democratic system. In the United States we have so many diverse cultures and communities that our educational system is forced to provide common links and educate children to become adults who will continue our tradition of responsibility.

Unfortunately, as our children travel up the educational pipeline toward employment many students are not garnering the skills that will make them productive members of our society. One hundred years ago strength and endurance where characteristics that were crucial to success. Reading was a luxury, something to be done at the end of the day when the animals had been stabled and the machines shut down. However, we are experiencing an information revolution more dramatic than the industrial revolution. Gone are the factory jobs where an employee was responsible for one skill. The factories of today are computer driven and require that operators not only be able to read but to think critically. Reading is no longer the luxury it once was, today it is the requirement for success.

It is not that the educational system in the United States is doing a worse job teaching reading than it was fifty years ago. Fifty years ago the same number of children in the United States did not learn to read. However, because of this change in the economic system it is not okay that a percentage of children do not learn to read today. Furthermore, Fortune 500 companies continue to raise the benchmark on reading so that it is almost impossible to reach. And, while we have relied on dependable research to influence the course of technology we have not held education to the same standards.

We need to stop expecting teachers to be able to teach all children to read using the same methods. There will be some children who need direct instruction. Over the past ten years substantial research has been done to tease out the underlying factors as to why all children do not learn to read by the time they reach third grade. We are now seeing that underdeveloped reading skills are both a health and an economic issue. Because of this the National Institutes of Health have made major expenditures over last five years to research the underlying neurological and sociological causes of reading dysfunction.

Phonological awareness, the ability to translate the identity, number and order of sounds, has been researched in numerous studies and linked conclusively to reading ability. The existence of phonological awareness is not up for debate any longer. There should be no more vehemence over reading instruction than there is over the positive effects of aspirin. Most students develop phonemic awareness on their own. Some, however, must have phonemic processing stimulated directly.

The problem now is that we must make sure that the practitioners who need this information have it and know how to use it. There are a great many variables in teaching children to read and one of the most important is their teacher. But, if a teacher is unprepared for the specific task of teaching reading, children will slip through the cracks as they have in so many schools, in so many different environments.

As a graduate student I have had the opportunity to speak with undergraduates just entering the field of teaching, teachers with considerable experience and my own peer group. I hear the same frustration from all of these groups. They tell me that they do not have the information they need to teach reading and that there are so many quick fix programs that they do not know how to begin discerning the appropriate methodology.

I also see my peers so frustrated with the educational system that they are leaving the field of education after three or four years to pursue other more lucrative and less frustrating positions. I am greatly saddened by this, as youth and energy is required to make any substantial change in the educational system. But, teachers will continue to be discouraged until they are provided with the information and research equipping them to be successful with all students. Professional development is the key to reading success. Through professional development at both pre-service and in-service levels, research can be synthesized and disseminated to practitioners.

There are school districts using the current information and, taking the initiative to provide professional development for their teachers. These districts have become creative and developed partnerships with philanthropic organizations. Government needs to follow this lead and provide incentives for partnerships between research institutions, teaching colleges and people in the private sector so that we can maximize collaboration. If we are able to work together with the best available research we can eradicate reading disabilities.

In conclusion, I would like to share with you one of the stories of my students. Abby will be in the sixth grade this fall and at the beginning of this summer was reading at the first grade level. After applying a program that stimulates phonemic awareness intensively over the summer, Abby is reading at the fifth grade level. This fall she will be able to go into her classroom with her head held high knowing that there is not a word she cannot decode. Over the summer, two of her teacher visited her at our center. They were thrilled and amazed at her progress. They admitted that they had no prior knowledge of phonemic awareness and wanted desperately o know everything I could tell them. They talked of other students at their school who had Abby's difficulty and how much they would like to provide appropriate stimulation for them. I hope that for all the Abbys this becomes a reality. Those of us that teach reading do so because of students like Abby. We live for the look in her eye that comes when she has conquered the reading battle. It is now time for legislators and administrators to provide avenues for teachers like Abby's so that they may provide appropriate instruction It is time to give them the resources to teach reading effectively to every student.

3010 Wisconsin Avenue, NW, #D1
Washington, DC 20016
(202)237-6897

EXPERIENCE:

Lindamood-Bell Learning Processes

Clinical Director, Washington, DC (January 1996 - present)

Accomplishments:

- Supervised company's largest intensive clinic which enrolled over 80 individuals the summer of 1996
- Hired, trained and managed over fifteen clinicians
- Expanded the company's presence at numerous educational seminars and conventions

Responsibilities:

- Oversee the center's complete daily operation including staff, budget, and enrollment
- Conduct outside training for education professionals in the Washington metropolitan area
- Evaluate and diagnose clients' current educational profile and learning potential
- Coordinate the treatment of children and adults with learning difficulties including dyslexia and attention deficit disorder
- Confer bi-weekly with parents regarding the progress of their students
- Supervise the center's admission efforts including advertising
- Provide training to area professionals in both Auditory Discrimination in Depth© and Visualizing and Verbalizing© programs
- Provide company headquarters with statistical data on clients

Project Manager, Chicago, IL (September 1995 - January 1996)

Accomplishments:

- Generated 76% attendance at inner-city, public high-school clinic
- Achieved a two year improvement in participants learning and reading skills

Responsibilities:

- Acted as liaison for communication between the school faculty, company headquarters and funding organization
- Created individualized instruction programs for participants
- Collected, analyzed and reported statistical information on clinic participants

Consultant, Lake Forest, IL (August 1994 - September 1995)

- Developed learning programs and monitored progress of students
- Conferred with parents concerning progress of students

Clinician, San Luis Obispo, CA (December 1993 - August 1994)

- Traveled throughout the United States to assist clinics in the remediation of students' learning disabilities
- Performed statistical data entry to analyze clients improvement

EDUCATION:

Master of Arts, Educational Leadership
American University, Washington, DC
Anticipated Date of Graduation: May, 1998

Bachelor of Arts, Theatre
Northwestern College of Iowa, Orange City, Iowa
May, 1993

Appendix E – WRITTEN STATEMENT OF DR. LAURA FREDRICK, ASSISTANT PROFESSOR, GEORGIA STATE UNIVERSITY, ATLANTA, GEORGIA

STATEMENT OF LAURA D. FREDRICK, PH.D.
ASSISTANT PROFESSOR
GEORGIA STATE UNIVERSITY
ATLANTA, GEORGIA

COMMITTEE ON EDUCATION AND THE WORKFORCE
UNITED STATES HOUSE OF REPRESENTATIVES

HEARING ON TEACHERS: THE KEY TO HELPING AMERICA READ
September 3, 1997 at 10:30 a.m.
2175 Rayburn House Office Building
Washington, DC 20515

Teachers are the key to helping America read. However, for the key to effectively unlock the world of educational opportunities to all children, it must have three will defined grooves--knowledge, skills, and tools. Teachers need and deserve the best available knowledge, skills, and tools to teach children to read. They should expect to receive the knowledge and skills in their pre-service teacher training, and the tools when they enter the classroom to teach. In addition, once they begin teaching, teachers should expect to continue to update knowledge and skills through effective in-service programs. Whether or not teachers can teach all children to read however, depends on the *particular* knowledge, skills, and tools they have. What follows is a brief summary of what we know about effective reading instruction, a recommendation that we use these findings as the basis for teacher education, textbook selection, and in-service programs, and suggestions about how to accomplish this.

The National Institute of Child Health and Human Development (NICHD) has identified six principles of effective reading instruction. According to their report we should "begin teaching phonemic awareness directly at an early age (kindergarten)" (Center for the Future of Teaching and Learning, 1997, p. 9). Phonemic awareness is "the ability to reflect explicitly on the sound structure of spoken words" (Hatcher, Hulme, & Ellis, 1994, p. 41) and its importance is well documented in the literature (Adams, 1990; Brown & Felton, 1990; Carnine, 1988; Chall, 1989; Condon & Blaney, 1995; Hatcher et al., 1994; Honig, 1996; Juel, 1994). In addition to teaching phonemic awareness we should "teach each sound-spelling correspondence explicitly" (Center for the Future of Teaching and Learning, 1997, p. 9). To teach explicitly is to tell students what sounds each letter or combination of letters makes. When we do this we isolate the sound for students so that they can first just practice hearing and generating the sound, then practice the sound while looking at the symbol for the sound, and then practice the sound in combination with other sounds.

The third principle of effective reading instruction reported by NICHD is that we should "teach frequent, high regular sound-spelling relationships systematically" (Center for the Future of Teaching and Learning, 1997, p. 10). We can successfully teach children to read with 40 to 50 sound-spelling relationships. These relationships should be taught explicitly and systematically. When we teach systematically, we consider the utility, difficulty, and potential for confusion. That is, we introduce sound-spelling relationships that are functional in allowing children to read and then we control their reading text such that they can read it with just the sound-spelling relationships they have learned to date. A systematic approach also considers the difficulty with which students learn sounds, some sounds are easier to learn than others. For example sounds that we can say continuously such as "sss" or "mmm" are easier than sounds that can only be said quickly such as "g" or " b." Finally, "b" and "d" look very similar, therefore, their introduction should be separated in time to reduce possible confusion of the two.

The fourth principle of effective reading instruction reported by NICHD is to "show children exactly how to sound out words" (Center for the Future of Teaching and Learning, 1997, p. 10). This is a blending skill that should be explicitly taught. It includes moving from left to right across the letters of a word and holding one letter sound until it is connected to the next sound. As students are learning sound-spelling relationships and how to blend the sounds of a word, we need to "use connected, decodable text for children to practice the sound-spelling relationships they learn" (Center for the Future of Teaching and Learning, 1997, p. 11). Children need extensive practice applying what they are learning in order to integrate new skills into their lives, and this practice is facilitated by a decodable text. "Decodable text is composed of words that use the sound-spelling correspondences the children have learned to that point and a limited number of sight words that have been systematically taught" (Center for the Future of Teaching and Learning, 1997, p. 11). This emphasis on the use of a decodable text is not to suggest, however, that children should not also be exposed to interesting stories. NICHD reports we should "use interesting stories to develop language comprehension" (Center for the Future of Teaching and Learning, 1997, p. 12). These stories are read by the teacher and help to build "children's oral language comprehension, which ultimately affects their reading comprehension" (p. 12).

Although there is still much to be learned about how children learn to read and about the most efficient and effective way to teach different groups of children, the six principles of effective reading instruction provided by NICHD suggest an excellent beginning for preparing teachers to help America read. That is, we should begin by designing teacher preparation programs that address these six principles of effective reading instruction. As more is learned about reading through NICHD and other empirically based research programs, the findings will have to be disseminated broadly and incorporated into teacher preparation programs.

A methods of teaching reading course is an appropriate place to incorporate this research, and 45 states currently require at least one such course for certification (National Association of State Directors of Teacher Education & Certification, 1994). While it is quite possible that one teaching of reading course is not sufficient for pre-service teachers to gain all the knowledge and skills they need to be effective teachers of reading, what matters most is not how *many* reading courses pre-service teachers take, but what they learn in those courses. For example, with the swing towards whole language reading instruction, pre-service teachers received less instruction in teaching phonics. There was a time in our teacher preparation programs when pre-service teachers took either an entire course in the teaching of phonics or at least spent a substantial portion of the reading methods course learning to teach phonics. Gradually, this emphasis on teaching phonics was eased out of our reading methods course and replaced with a requirement to pass a test of basic phonics so that at the very least teachers knew phonics even if they did not know exactly how to *teach* phonics. Now, however, in many reading methods courses there is no mention of phonics and possibly an inference that one does not need phonics to read.

Including within methods of teaching reading courses, knowledge of and skill in implementing effective reading instruction based on scientific research will do much to improve reading instruction; however, it may not be sufficient. Teachers also need to know how to implement effective teaching strategies such as those that increase engaged time and student responding, how to motivate students, how to manage a classroom, and how to assess reading on a regular basis. Knowledge of, and skill in these areas are typically gained in educational psychology courses. However, in recent years, many states have dropped this requirement for teacher certification leaving too many teachers without the necessary skills to implement effective instruction even when they know what that instruction should include. For example, good reading instruction requires that we teach children with similar achievement levels together--that is, we group students for reading. When I help teachers implement an effective reading program that requires they teach to small groups of 6-8 students, one of the first questions teachers ask me is "What do I do with the students who are not with me in the reading group"? I can answer this question for them--I offer a workshop for teachers to learn how to manage such a classroom.

However, with a good educational psychology course, teachers would know how to do this. In addition, they would learn theories of motivation and develop skills in motivating students to work hard for the reward of academic success. Teachers would also learn how to do regular assessments of students' progress such as daily or weekly rate and accuracy checks in reading so that necessary adjustments in instruction can be made in a timely manner.

Regardless of how knowledgeable and skilled teachers are when they begin teaching, it will not be sufficient. When teachers go into the classrooms to teach reading they will have to have effective reading programs available for them to implement. These reading programs are the teachers' tools and teachers deserve the *best* tools available. From a recent reading questionnaire we sent to 1125 first, second, and third grade teachers in Georgia we found that 48% of the teachers who responded, reported that most of their students who are not learning to read with the reading program currently being used could learn to read with the appropriate reading program. That is, the teachers believe they could teach these children to read if teachers had effective reading programs available to them.

How does one decide which of the many reading programs that claim to be effective really provide good reading instruction? The answer is to look at the field-based data. Programs should only be purchased if there is empirical evidence of the program being effective with similar students. Unfortunately, sometimes what is offered as empirical evidence is misleading. If the research indicates that it began with significantly more students than it finished with, one wants to know what happened to those students who did not finish the program. Did they move? Were they dropped from the program because it appeared they were not going to be successful with the program? It is certainly appropriate to take students out of the program if it is not going to be an effective program for them. However, it is imperative that when the success rate of that program is reported it is based on *all* the students who started the program. This requires a careful reading of what is offered as empirical evidence of effectiveness. Similarly, if a program is designed by a company and that company provides the *only* research evidence of the effectiveness of the program, one might want to examine the research more carefully. In addition, publishers may advertise that the program has been researched by a very reputable university and with carefully placed statements lead the consumer to believe the findings being reported by the publisher were the findings of the reputable university. That is not always the case. With so many possibilities, it can be very difficult to make good research-based decisions when purchasing instructional programs.

One suggestion is to begin by choosing reading programs that demonstrate effectiveness in teaching children to read at a rate of at least one month of reading gain for each month the children are in school. If it is difficult to find such programs, look for programs that include at least the six principles of effective reading instruction offered by NICHD. Purchase these programs in small amounts for pilot testing with the children in your school. If the programs are effective, expand, if not, abandon the programs.

Textbook selection committees must be well informed about educational research. Because a program says it includes the six principles suggested by NICHD does not mean the program will be effective. Just as publishers quickly adopted the jargon of whole language, they will quickly adopt the jargon of explicit, systematic phonics instruction when we begin to demand such programs in our schools. However, not all reading programs that include a phonics component are equally effective. While some are very effective, others do little to teach children to read. The inclusion of popular academic jargon is not sufficient reason to purchase programs. We must demand data from scientific research that indicate a particular program will probably work with the students who will be instructed with that program. This means the decision makers must know how to critically read the research and question its reliability and validity for their students.

Having learned from the detrimental effects of state-wide adoption of whole language, California now has standards in place for educational leaders. These standards support the *review* of new educational practices and programs "to determine whether they are unproven innovations to be closely monitored as part of a small-scale pilot, or effective practices to be adopted more broadly" (Carnine, 1995, p. 52). An important question to be asked is "what valid experimental research evidence (not testimonials) exists to demonstrate the approach is effective"? (Carnine, 1995, p. 53). Educational leaders in all states should be asking this question and be being guided by a standard for reviewing new educational practices and programs. One suggestion is to have legislation that only allows the purchase of instructional programs that have empirical evidence of effectiveness.

For the sake of argument, let's say we have excellent teacher preparation programs in place and pre-service teachers are getting the best education possible to prepare to teach reading. In addition, when these teachers go into the schools to teach they have available to them the most effective reading programs currently on the market. To complete this best case scenario, we must also have excellent in-service training available to teachers. This in-service should be provided by teacher training programs that have a demonstrated record of effectiveness in training teachers whose students make excellent academic gains. Included in this in-service should be specific training for the particular reading program in place in the school where the new teacher is employed. Even the most effective reading programs are only effective if implemented correctly and consistently. Correct implementation is a result of specific training and technical support in implementing the program. Consistency must come from an administration that provides sufficient time for reading for *every* child *every* day.

We currently have an excellent summary of scientifically valid reading research from NICHD. The question now is how do we get scientifically-based research disseminated to the teacher training programs and textbook adoption committees, and how do we continue to generate scientifically-based research?

It is my understanding from a press release dated May 8, 1997 that there are "more than 760 Federal education programs in 40 agencies, departments, boards and commissions." These agencies must have ready access to the most recent empirical evidence of how to teach children to read and they must use this information to guide their decision making. I understand from the National Center to Improve the Tools of Educators (D. Carnine, personal communication, August 26, 1997) that there is a possibility of establishing an "Expert Reading Panel" that would synthesize research-based knowledge about reading and advise the Administration on a continuing research agenda in reading. I strongly support the establishment of such a panel. This Panel should also be responsible for disseminating the research findings to the 40 agencies with Federal education programs, for identifying reading questions that still need to be answered, and for coordinating reading research across different Federal agencies. As a result, these Federal education programs could be guided by the most reliable information we have about how children learn to read.

In addition, the findings of the Panel must be disseminated to teachers through pre-service and in-service teacher preparation programs. Based on reading research, these teacher preparation programs should establish standards for content knowledge and pedagogy with an externally administered exit exam to assess *mastery* of the content knowledge and pedagogy. Results of these exit exams could be published much like colleges of law might publish the pass rate on the bar exam and CPA review programs publish the pass rate on the CPA exam. In addition, achievement gains of the teachers' students could be evaluated as a measure of each teacher's competency as well as a measure of that teacher's training (D. Carnine, personal communication, August 19, 1997).

For this to happen, we will have to offer enough courses with the most recently available research-based knowledge so that students are prepared to pass the exit exam. All parties involved in preparing teachers (professors, supervising teachers, and cooperating teachers) will have to be well versed in the research and have the opportunity to learn from faculty at credentialing programs that have been proven to be effective in preparing effective teachers of reading. Pre-service and in-service teachers will also need to learn how to access, read, and interpret research about reading so that as research continues and we learn more efficient and effective ways to teach reading, classroom teachers are in a position to improve their instruction.

Partnerships between teacher preparation programs and local school systems should be established to assist in the continual identification of effective reading programs, training of teachers in the implementation of these programs, and on-going technical support. These partnerships should be supported in part by Federal funds made available based on excellent teacher preparation programs (evidenced by pass rates on exit exams and measures of achievement gains made by their teachers' students) and a commitment from teacher preparation programs and local school systems to learn from each other. Teacher preparation programs must be willing to work in the local school systems to understand the needs of the children and teachers in that system and the local school system must be willing to be guided by scientific research. In addition, if we are to insist upon empirical evidence of effectiveness before purchasing reading programs, Federal funds will be necessary to conduct the research to demonstrate the effectiveness of different reading programs already available, to compare the effectiveness of two or more reading programs currently on the market, and to develop and/or revise reading programs. This research should not be supported by the publishers of the programs because of a conflict of interest. Instead, this research should be conducted in partnerships between colleges of education and local school systems.

Finally, when students in one school are struggling with the reading process and similar students in another school are making excellent gains in reading, the faculty and administration from the struggling school should go to the successful school, learn from them, and seek their help in making the necessary changes. Funds for struggling schools to make necessary changes should only be available if their changes are being guided by successful schools.

Volunteers are not the key to helping America read. Parents are not the key to helping America read. *Teachers* are the key to helping America read. Give teachers the best available knowledge, skills, and tools based on scientific research and *they* will teach America to read.

References

Adams, M. J. (1990). Beginning to read: Thinking and learning about print. Cambridge: MIT.

Brown, I. S., & Felton, R. H. (1990). Effects of instruction on beginning reading skills in children at risk for reading disability. Reading and Writing: An Interdisciplinary Journal, 3, 25-43.

Carnine, D. (1988). Breaking the failure cycle in the elementary school. Youth Policy, 10 (7), 22-25.

Carnine, D. (October 11,1995). Standards for educational leaders: Could California's reading results show the way? Education Week.

Center for the Future of Teaching and Learning. (1997). 30 years of NICHD research: What we now know about how children learn to read [On-line]. Available: http://www.ksegroup.com/thecenter/

Chall, J. S. (1989). Learning to read: The great debate 20 years later. Phi Delta Kappan, 70, 521-538.

Condon, D., & Blaney, J. (1995). At early literacy program: Preventing failure. Effective School Practices, 14 (4), 22-28.

Hatcher, P. J., Hulme, C., & Ellis, A. W. (1994). Ameliorating early reading failure by integrating the teaching of reading and phonological skills: The phonological linkage hypothesis. Child Development, 65, 41-57.

Honig, B. (1996). Teaching our children to read: The role of skills in a comprehensive reading program. Thousand Oaks, CA: Corwin Press.

Juel, C. (1994). Learning to read and write in one elementary school. New York:

Springer-Verlag.

National Association of State Directors of Teacher Education & Certification. (1994). The NASDTEC manual 1994-1995. Dubuque, IA: Kendall/Hunt.

Vita
Laura Darcy Fredrick

Office Address:
Department of Educational Psychology and Special Education
Georgia State University
University Plaza
Atlanta, Georgia 30303
(404) 651-0112

Home Address:
2640 Hawthorne Dr.
Atlanta, Georgia 30345
(770) 939-1290

Education:

Ph.D.	Education Psychology, Georgia State University, Atlanta, Georgia, June 1987. Dissertation "comparing two levels of instructions and two levels of availability of instructions on ordering behavior"
M.Ed.	Early Childhood Education, Georgia State University, Atlanta, Georgia, August 1979
B.A.	Elementary Education, Waynesburg College, Waynesburg, Pennsylvania, May 1970

Professional Experience:

1995 -	Assistant professor - Department of Educational Psychology and Special Education, Georgia State University, Atlanta, Georgia.
1993 - 1995	Assistant professor (non-tenure track) - Department of Educational Psychology and Special Education, Georgia State University, Atlanta, Georgia.
1992 - 1993	Assistant professor (non-tenure track) - Department of Educational Foundations, Georgia State University, Atlanta, Georgia.
1989 - 1992	Temporary assistant professor - Department of Educational Foundations, Georgia State University, Atlanta, Georgia.
Spring 1989	Item writer - Regents' Testing Program - Georgia State University, Atlanta, Georgia.

1988 - 1989	Part time instructor - Department of Psychology, Mercer University, Atlanta, Georgia.
1988 - 1989	Private consultant - Georgia Tech Research Institute, Economic Development Lab, Georgia Institute of Technology, Atlanta, Georgia.
Spring 1988	Item writer - Regents' Testing Program - Georgia State University, Atlanta, Georgia.
1987 - 1989	Part time instructor - Department of Educational Foundations, Georgia State University, Atlanta, Georgia.
1986 - 1987	Staff writer - Performance Management Magazine, Atlanta, Georgia.
1983 - 1985	Graduate teaching assistant - Department of Educational Foundations, Georgia State University, Atlanta, Georgia.
1980 - 1981	Administrative assistant - Georgia Assessment Project, Georgia State University, Atlanta, Georgia.
1976 - 1980	Classroom teacher - Readiness Program - Gwinnett County Board of Education, Gwinnett County, Georgia.
1974 - 1975	Classroom teacher - Readiness Program - Gwinnett County Board of Education, Gwinnett County, Georgia.
1971 - 1974	Classroom teacher - Second and Third Grades - South Plainfield Board of Education, South Plainfield, New Jersey.
1970 - 1971	Classroom teacher - First Grade - St. Francis Cabrini School, Piscataway, New Jersey.

Professional Memberships:

Association for Behavior Analysis
    Experimental Analysis of Human Behavior--Special Interest Group
    Behavior Analysis in Education--Special Interest Group

Southeastern Association for Behavior Analysis

Georgia Association for Behavior Analysis

The Association for Direct Instruction

National Alliance for Quality Schools

American Educational Research Association
Teaching Educational Psychology--Special Interest Group

Society for the Advancement of Behavior Analysis

Courses Taught:

Undergraduate
- Abnormal Psychology
- Introduction to Behavior Modification
- Educational Psychology
- Human Growth and Development
- Supervising Early Childhood student teachers

Graduate
- Adult Learning
- Behavior Modification
- Psychology of Learning
- Advanced Applied Behavior Analysis
- Methods of Inquiry
- Facilitating College Teaching

Publications:

Heller, K. W., Fredrick, L. D., & Rithmire, N. M. (in press). Special health care procedures in the schools. Physical Disabilities: Education and Related Services.

Fredrick, L. D. (Fall, 1996). What good is one undergraduate course in Behavior Modification? TBA News, 4, 3.

Fredrick, L. D. (Fall, 1996). Graduate certificate in applied behavior analysis at Georgia State. TBA News, 4, 6.

Deitz, S. M., Gaydos, G. R., Lawrence, A. D., Quinn, P. C., Brasher, L. D., & Fredrick, L. D. (1987). Feedback effects on sequential ordering in humans. Journal of the Experimental Analysis of Behavior, 48, 209-220.

Deitz, S. M., Fredrick, L. D., Quinn, P. C., & Brasher, L. D. (1986). Comparing the effects of two correction procedures on human acquisition of sequential behavior. Journal of the Experimental Analysis of Behavior, 46, 1-14.

Fredrick, L. D. (1987, Winter/Spring). Fast-food frenzy. Performance Management Magazine, p. 17.

Fredrick, L. D. (1986, Summer/Fall). Hats off to Pizza Hut. Performance Management Magazine, p. 39.

Fredrick, L. D. (1986, Winter/Spring). You can't win if you don't listen. Performance Management Magazine, p. 11.

Fredrick, L. D. (1986, Winter/Spring). Creating a reinforcing culture the HP way. Performance Management Magazine, pp. 14-16.

Darcy-Fredrick, L., Little, N. M., Swanson-Williams, J., Deitz, S. M., & Keller, F. S. (1982). PSI in the elementary school. In J. G. Sherman, R. S. Ruskin, & G. B. Semb (Eds.), The personalized system of instructions: 48 seminal papers (pp. 335-345). Lawrence: TRI.

Grants Funded:

Heller, K. W., & Fredrick, L. D. (1997-1998). "Literacy Strategies for Students with Severe Speech and Physical Impairments." Research Initiation Grant from Georgia State University ($6,597).

Fredrick, L.D. (1995). $5,151 from the Metropolitan Atlanta Community Foundation for reading research at C.W. Hill Elementary School.

Fredrick, L. D. (1995-1997). "Teaching All Children to Read," a $45,000 piece of The Atlanta Community Outreach Partnership Center Proposal submitted to Policy Development and Research U.S. Department of Housing and Urban Development by Georgia State University, Georgia Institute of Technology and Community Design Center of Atlanta. Funded June, 1995.

Fredrick, L. D., Stallings, W. M., Stanwyck, D. J., & Thompson, D. T. (1992-1993). Improving teaching in the Department of Educational Foundations. A $1200 Instructional Improvement Grant funded through the Office of the Provost, Georgia State University, Atlanta, Georgia.

Grant Submitted

Fredrick, L. D., Greenberg, D., Keel, M. C., & Abbot-Shim, M. "Effective Reading Instruction for Students Placed At Risk." Field-Initiated Studies Education Research Grant submitted to the Office of Educational Research and Improvement, U.S. Department of Education. Requested funds of $492,279 over three years.

Presentations at Professional Meetings:

Fredrick, L. D. (1996, May). Applied behavior analysis at Georgia State University. In M. Brill (Chair), Teaching behavior analysis: Battle of the behavior analysis grad. programs II. Symposium conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D. (1996, May). What good is one undergraduate course in behavior modification? In M. W. Salas Martinez (Chair), Teaching behavior analysis: Teaching the principles of behavior analysis to undergraduates. Symposium conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D., & Keel, M. C. (1996, May). Making the most of instructional time. Paper presented at the meeting of the association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D. (1995, May). Is there room for a behaviorist and constructivist in the same classroom? Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Fredrick, L. D., & Keel, M. C. (1995, May). All we want to do is teach them to read. Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Keel, M. C., & Fredrick, L. D. (1995, May). Direct Instruction: It still works in the inner-city schools. Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Hummel, J. H., Deitz, S. M., & Fredrick, L. D. (1995, May). Understanding students: What education can offer behavior analysis--now! Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Fredrick, L. D. (1992, May). What are the reinforcers that maintain the making of study cards? In D. Shanley (Chair), College teaching at its best. Symposium conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D. (1992, May). What does a free read cost, and is it worth it? In D. Shanley (Chair), Writing across the curriculum. Panel discussion conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D., Deitz, S. M., & Bryceland, J. A. (1991, May). The effects of warnings and strategies on sequential ordering. Poster session presented at the meeting of the Association for Behavior Analysis, Atlanta, GA.

Fredrick, L. D. (1991, May). A review sheet isn't any good, unless. . . In D. Shanley (Chair), May we have your attention? Part II. Symposium conducted at the meeting of the Association for Behavior Analysis, Atlanta, GA.

Gaydos, G. R., Deitz, S. M., Fredrick, L. D., & Myers, D. (1990, May). The effects of two error-correction procedures upon the acquisition of human sequential ordering. Poster session presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Fredrick, L. D. (1995, May). Is there room for a behaviorist and constructivist in the same classroom? Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Fredrick, L. D., & Keel, M. C. (1995, May). All we want to do is teach them to read. Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Keel, M. C., & Fredrick, L. D. (1995, May). Direct Instruction: It still works in the inner-city schools. Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Hummel, J. H., Deitz, S. M., & Fredrick, L. D. (1995, May). Understanding students: What education can offer behavior analysis--now! Paper presented at the meeting of the Association for Behavior Analysis, Washington DC.

Fredrick, L. D. (1992, May). What are the reinforcers that maintain the making of study cards? In D. Shanley (Chair), College teaching at its best. Symposium conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D. (1992, May). What does a free read cost, and is it worth it? In D. Shanley (Chair), Writing across the curriculum. Panel discussion conducted at the meeting of the Association for Behavior Analysis, San Francisco, CA.

Fredrick, L. D., Deitz, S. M., & Bryceland, J. A. (1991, May). The effects of warnings and strategies on sequential ordering. Poster session presented at the meeting of the Association for Behavior Analysis, Atlanta, GA.

Fredrick, L. D. (1991, May). A review sheet isn't any good, unless. . . In D. Shanley (Chair), May we have your attention? Part II. Symposium conducted at the meeting of the Association for Behavior Analysis, Atlanta, GA.

Gaydos, G. R., Deitz, S. M., Fredrick, L. D., & Myers, D. (1990, May). The effects of two error-correction procedures upon the acquisition of human sequential ordering. Poster session presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Gaydos, G. R., Quinn, P. C., Fredrick, L. D., & Deitz, S. M. (1988, May). Sequential ordering without instructions. Poster session presented at the meeting of the Association for Behavior Analysis, Philadelphia, PA.

Fredrick, L. D., Quinn, P. C., Gaydos, G. R., & Deitz, S. M. (1987, May). The effects of minimal, complete, and mastered instructions on the acquisition of sequential ordering. Poster session presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Fredrick, L. D., & Deitz, S. M. (1986, May). When are instructions effective? In S. M. Deitz (Chair), Recent advances in the experimental analysis of human behavior. Symposium conducted at the meeting of the Association for Behavior Analysis, Milwaukee, WI.

Lawrence, A. D., Quinn, P. C., Fredrick, L. D., Brasher, L. D., & Deitz, S. M. (1985, May). The effects of different types of feedback on ordering performance. Poster session presented at the meeting of the Association for Behavior Analysis, Columbus, OH.

Deitz, S. M., Fredrick, L. D., Quinn, P. C., & Brasher, L. D. (1984, May). Comparing two correction procedures of human acquisition of ordering performance. Poster session presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Fredrick, L. D. (1981, May). Adapting PSI to elementary education. In S. M. Deitz (Chair), Personalized system of instruction (PSI) and elementary education. Symposium conducted at the meeting of the Association for Behavior Analysis, Milwaukee, WI.

Workshops Conducted:

"Classroom Management" conducted for first, second, and third grade teachers at Benefield Elementary School in Gwinnett County Georgia on March 12, 1996.

"Designing Learning Centers for the Primary Grades" conducted for first and second grade teachers at C. W. Hill Elementary School in Atlanta, Georgia on August 17, 1994.

"Creative Behavioral Strategies" conducted for the teachers at Inman Park Cooperative School in Atlanta, Georgia on November 7, 1991.

"Strategies for Working with At-Risk Children" conducted for teachers at Stockbridge Elementary School in Henry county Georgia on October 11, 1991.

Awards and Honors:

Georgia State University, College of Education 1995 Outstanding Faculty Teaching Award.

Outstanding Poster Award, (1987, May). The effects of minimal, complete, and mastered instructions on the acquisition of sequential ordering. Presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Outstanding Poster Award, (1984, May). Comparing two correction procedures of human acquisition of ordering performance. Presented at the meeting of the Association for Behavior Analysis, Nashville, TN.

Honorary member of the Golden Key National Honor Society.

Other Professional Contributions:

Education area coordinator for the Association for Behavior Analysis annual convention (1996-present).

Atlanta Public Schools' Strategic Planning Process (1996-present).

Member, College Student Affairs Committee (1996-present).

Post-Masters Committee--department committee (1995-present).

Member, University committee for Teaching and Learning (1994-1995).

Member, committee to develop behavior analysis certification in Georgia (1993-1995).

Member College Academic Affairs Committee (1993-1995).

Member, subcommittee of College Academic Affairs Committee to implement a research core (1993-1995).

Member, department EXC 401 advisory committee (1993-present).

Member, Atlanta Project "Teacher Support" Education Committee (1992-present).

Reviewer in the Experimental Analysis of Human Behavior (SIG) Graduate Student Paper Competition (1992).

Guest Speaker at the fall initiation of Omicron Gamma chapter of Kappa Delta Pi at Georgia State University, November 15, 1992, "Compassion in the Classroom."

Member of the editorial board of The Behavior Analyst (1992-1995).

Member, University Professional Education Council (1991-1993).

Member, Educational Foundations' Teaching Institute (1991-1993).

Juror, Grants to Teachers Program (1990).

Faculty mentor for graduate of the Fulton High School Center for Teaching now enrolled at Georgia State University (1990).

Assistant to the Editor of The Behavior Analyst (1989-1991).

Secretary/Treasurer, Georgia Association for Behavior Analysis (1985-1986).

Appendix F – WRITTEN STATEMENT OF MRS. BETH CHECK, SUPERVISOR OF READING/LANGUAGE ARTS PK-5, NEWPORT NEWS PUBLIC SCHOOLS, NEWPORT NEWS, VIRGINIA

STATEMENT OF BETH S. CHECK

SUPERVISOR OF READING/LANGUAGE ARTS PK-5
NEWPORT NEWS PUBLIC SCHOOLS
12465 WARWICK BOULEVARD
NEWPORT NEWS, VIRGINIA 23606
PHONE: 757-591-4575
INTERNET: bcheck@nnadmin.sbo.nn.k12.va.us

Newport News Public Schools
Newport News, Virginia
Elementary Reading Program Success

Introduction to the Newport News Public Schools

Every day more than 17,500 elementary (PK- grade 5) children walk through the doors of the **Newport News Public Schools**.
The diverse elementary population is served at 30 different school sites by 1,072 highly trained teachers offering a variety of programs.

Ethnicity

Enrollment includes the following ethnic groups: American Indian (1%), Asian (2%), Black (52%), Hispanic (3%), White (42%).

Free or Reduced Price Lunches

In 1995-1996, 49% of the students received free or reduced price lunches.

Talented and Gifted Program

In 1995-1996, 5% of the students were identified to receive talented and gifted services.

Special Education

In 1995-1996, 10% of the students were enrolled in resource and self-contained Special Education classes.

Title I

In the Title I Program, there was a total of 2,208 students enrolled. Included in this figure were 1,488 First Step students and 820 students in the reading program (Title I reading and Reading Recovery). This represents 8% of the elementary enrollment.

During the 1996-1997 school year the Newport News Public School System received $16,139,454.73 in federal funds. The breakdown of the funding categories is attached.

The elementary students are served by a public school system that is committed to the academic success of all students regardless of family structure, income, gender, or ethnic origin. There are two goals in the division:

1. **High academic achievement**
    a) reducing the achievement disparity among sub populations (ethnic and socio-economic status) to 10 points or less while increasing the overall student achievement; increasing to 90% the percentage of fourth grade students reading at or above grade level.
2. **Safe and orderly schools**

Current Review of Student Achievement

Student achievement has been documented system wide since the 1991-1992 school year at second, third, fourth, and fifth grades using the Degrees of Reading Power test.

Since the 1991-92 school year the percent of total students reading at or above grade level as measured by the Degrees of Reading Power has risen at all elementary grades tested. The most dramatic gain has been at the 4th Grade level where scores of students reading at or above grade level have risen from 41% to 71%. Two schools have met the system goal "90% of fourth grade students reading at or above grade level."

Programs Designed to Improve Student Achievement

The following programs and special staffing plus the volunteer commitment of the community have highly impacted the significant gains in reading scores and student daily classroom performance.

First Step: A voluntary five day a week Title I early intervention program that prepares four year olds for kindergarten. A teacher and an assistant have about 22 children in each class. Teachers and assistants use a curriculum that has been written to focus on providing early literacy as well as other developmentally appropriate experiences. Of the 1,488 students who completed the program during the 1995-1996 school year, 96% mastered the Intellectual Growth Skills.

Reading Recovery: A five day a week early intervention program for first grade students reading at the lowest 20% of their class. This program jointly sponsored by Title I and Newport News Public Schools is fully implemented at all elementary schools. This program provided one on one instruction for 355 children during the 1995-1996 school year. Of the children served 86% were reading at or above grade level at the end of Grade 1. The teachers who have completed the intense training required to be certified for this program have not only impacted the learning of individual students but also have provided early literacy group instruction and in-class model lessons for teachers.

Special Staffing: All 27 elementary schools and 3 First Step Centers are served by a Reading Resource Teacher with a Masters Degree and an endorsement in Reading. In addition there are Title I Reading Teachers in 16 schools. Based on need, schools are assigned Acceleration/Enrichment teachers that serve children in grades 2-5 and trained reading assistants that work with students in Grade 1 classes.

Community Involvement: Newport News citizens, local businesses, clubs, colleges, churches and other community groups provided over 95,000 hours of volunteer service during the 1996-1997 school year. A majority of those hours were spent tutoring reading. Classroom teachers and Reading Resource Teachers were instrumental in creating the strong partnerships required for successful tutoring programs.

The Newport News Tutoring Consortium is a community based partnership between neighborhood churches and schools. Over 250 trained tutors have been serving the students in 19 elementary schools, some since 1989.

Firefighters from the Newport News Fire Department provided over 190 volunteers to tutor grade 4 students.

The Newport News Reading Council, as part of their "Raising Readers" program, gives a book to every child tested for the First Step program. They also provide a book for each child and information for parents at well-baby check-ups at the Newport News Health Department.

Award Winning Schools and Programs

As a result of high school system standards, the commitment of teachers, parents, administrators, and the community, the Newport News elementary schools have shown consistent gains in reading achievement and have been awarded state and national recognition.

Magruder Primary School was 1 of 2 Virginia schools and 1 of 56 U.S. schools to receive the 1995-96 U.S. Department of Education Title I Distinguished School Award. In 1991-1992, 1% of their second grade students were reading at or above grade level. By 1995-1996, 80% of the second grade students were reading at or above grade level. Magruder's success story was featured in the February, 1995 issue of "Educational Leadership."

Marshall Elementary School won the 1996-97 International Reading Association Exemplary Reading Program Award. They were the Virginia winner and 1 of 25 national award winners. In 1991-1992, 43% of their second grade students were reading at or above grade level. By 1995-1996, 66% of their second grade students were reading at or above grade level.

R.O. Nelson Elementary was a Virginia finalist for the 1996-1997 International Reading Association Exemplary Reading Program Award.

McIntosh Elementary School was 1 of 6 Virginia schools and 1 of 262 U.S. schools to receive the 1996-1997 U.S. Department of Education Blue Ribbon Elementary Program Award. In 1991-1992, 42% of their fourth grade students were reading at or above grade level. By 1996-1997, 93% of their fourth grade students were reading at or above grade level.

Hidenwood Tutoring Team, a member of the **Newport News Tutoring Consortium**, received in October 1992, President Bush's 931st Point of

Light Award for their tutoring commitment. Reverend Harold McKeithen, President of the Newport News Tutoring Consortium, was named 1 of 28 in the 1997 President's Service Awards from the Points of Light Foundation.

Plans for Future Teacher Training

Technology Training: Every teacher in the Newport News School System will be participating in the 5 year technology training plan. This training will begin during the 1997-1998 school year.

REACH Program: An acceleration program for support students needing reading help in grades 1 through 5. All Grade 1 reading assistants, Reading Recovery teachers, and Acceleration/Enrichment Teachers will be trained to use this small group program. Specific materials and curriculum will make this program accessible to students at every school. With this teacher training program those students who frequently transfer schools and/or are new students entering the system that have missed early intervention programs such as First Step and Reading Recovery will have specific additional reading support.

Beth S. Check, Supervisor
Reading/Language Arts PK-5
Newport News Public Schools
Newport News, Virginia

Virginia Department of Education Early Literacy Initiative Committee

President-elect Virginia State Reading Association
Member of Newport News Reading Council
Member of International Reading Association

Member of Reading Recovery Council of North America
Reading Recovery Site Coordinator

Member Virginia Association Teachers of English
Member National Council Teachers of English

Member of Peninsula Reads

Member of American Society of Curriculum Development

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF EDUCATION
ANNUAL SCHOOL REPORT

FISCAL YEAR 1996-97

REVENUES

Division: Newport News

	FROM FEDERAL FUNDS:			
3302010	Adult Literacy-Federal	192-02-10	57,608.94	
3302020	Chapter I	171-01-05	4,434,603.35	
3302030	Chapter II	171-01-10	82,717.30	
3302080	Federal Land Use (Forest Reserve)	171-13-00	0.00	
3302090	Job Training Partnership Act	662-07-50	626.00	
3302110	Title III of PL 95-561 (formerly PL 81-815-Impact Aid)		0.00	
3302120	Title III of PL 95-561 (formerly PL 81-874-Impact Aid)		1,943,121.00	
3302130	School Food-Federal	457-07-05	5,473,250.75	
3302300	Cash in Lieu of USDA Commodities		0.00	
3302190	Special Education-Federal	171-02-50	550,673.89	$12,542,601.23
	VOCATIONAL EDUCATION:			
3302240	Vocational Education-Federal	171-03-50		$ 635,399.78
	OTHER FEDERAL FUNDS:			
3302040	Migrant Program	171-01-05	0.00	
3302140	Emergency Immigrant Assistance	171-06-05	0.00	
3302170	Title III-Special Project		0.00	
3302200	Title VII - Bilingual Education		0.00	
3302210	Title XI - Indian Education		0.00	
3302220	Title XIII - Adult Education		0.00	
3302230	Career Education		0.00	
3302260	Title II	560-45-45	101,954.00	
3302280	Drug Free Schools	171-05-55	457,317.05	

467

BEST COPY AVAILABLE

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF EDUCATION
ANNUAL SCHOOL REPORT

FISCAL YEAR 1996-97

REVENUES

Division: Newport News

OTHER FEDERAL FUNDS-cont.

3302310	Refugee Community & Family	171-04-05	0.00	
3302990	Other Federal Funds		2,402,182.67	$ 2,961,453.72
	TOTAL FEDERAL FUNDS			$16,139,454.73

BEST COPY AVAILABLE 468

Appendix G – WRITTEN STATEMENT OF DR. LOUISA MOATS, DIRECTOR, NICHD HOUSTON/WASHINGTON DC EARLY INTERVENTIONS PROJECT, WASHINGTON, DC

Statement of Louisa C. Moats, Ed. D.

DC Director
NICHD Houston/Washington DC Early Interventions Project
100 Peabody Street, NW
Washington, DC 20011

and

Director of Teacher Training
The Greenwood School
Putney, Vermont

Committee on Education and the Workforce
United States House of Representatives

Hearing on Teachers: The Key to Helping America Read

September 3, 1997, at 10:30 am

2175 Rayburn House Office Building

Washington, DC 20515

Chairman Goodling and members of the Education and the Workforce Committee, thank you for the opportunity to speak to you today about the preparation of teachers of reading. I am the DC Director of the Early Interventions Project in the District of Columbia Public Schools and the Houston Independent School District, a five-year study of early reading instruction conducted by the University of Texas-Houston Health Science Center and funded by the National Institute of Child Health and Human Development (NICHD) at the National Institutes of Health. In addition, I am the Director of Teacher Training at the Greenwood School in Putney, Vermont, and am serving as a member of the Board of Directors of the International Dyslexia Association. I was a credentialed teacher in three states before earning a doctorate in language, reading and learning disorders. For thirty years, I have specialized in the identification, understanding, and treatment of reading development and reading difficulty. I have worked with teachers all over the country, most recently for a year in California before coming to Washington. Unfortunately, Mr. Chairman, I can say without reservation that things are bad all over when it comes to the preparation of teachers of reading.

Teacher preparation in reading will require a systemic overhaul to reach every part of the problem: preservice and inservice training; teacher textbooks and state credentialing standards; instructional materials; the design and operation of departments of education; and the ways in which information is disseminated into the field. Only systemic rebuilding is likely to establish a *profession* that is informed by *science*, a profession that will meet every child's need for reading success.

By What is Reading Education Now Informed?

I am often asked by reporters, students, and parents why there is such a gap between reading practice and the knowledge emanating from reading research. One answer is that reading education is currently informed by textbooks that lack content, scope, or grounding in linguistics, reading psychology, or reading pedagogy; by publishers who sell slogans instead of substance; and by college and inservice instructors who are accountable to no standard whatsoever.

Prior to this hearing, I reviewed four of the most popular texts being used in reading education courses. At an earlier hearing you heard from Dr. Reid Lyon of the NICHD regarding the scientific findings on the nature of reading development, reading difficulty, and reading instruction. These significant findings have been being reported for a number of years, so you might expect that the information contained in Dr. Lyon's testimony would be reflected in these texts in use today. Unfortunately, none of the popular texts contained accurate information about phonology and its role in reading development, and none of them explained with depth or clarity why many children have trouble learning to read or what to do about it. Evidently, the scientific information that has been presented to you by Dr. Lyon has not yet made its way into mainstream reading texts or even mainstream reading journals.

Last year, the California Commission on Teacher Credentialing attempted to gather the syllabi of reading courses in the California State University system to determine what was being taught in reading education and what texts were being used. About 20 percent of instructors responded to the request for their syllabi. (I learned the first week I was in California at a meeting of California State University deans and faculty that many faculty members withheld their syllabi from the survey because they viewed the Commission's request as an infringement on academic freedom.) On the basis of the syllabi that were obtained, the Commission determined that the components of reading development and instruction named in the laws of the California Reading Initiative were not adequately addressed in the courses' content or readings. Subsequently, this finding led the Commission to develop explicit standards for course content in reading preparation programs which are tied to program accreditation and a Reading Instruction Competency Test (RICA) for teachers, standards that have met with much resistance from reading faculty.

Instructional materials used by teachers do not compensate for what they were not taught in school. The most popular instructional materials in our classrooms are strong on literature, pictures, and motivational strategies for children, but very weak or simply misinformed on the structure of our language and how children actually learn to read the words on the page. As Dr. Lyon testified to this Committee, learning to read the words on the page is necessary if one is to gain meaning from text, and learning to read the words on the page is no easy matter for a significant number of our children. Many of our popular materials encourage guessing at words from pictures and context rather that knowing what a printed word actually says. This popular practice has led to the omission of basic information about language structure from instructional materials. Teachers who are poorly prepared in preservice courses are not likely to learn what they need to know about reading from the types of intructional materials now in use in most classrooms.

As the Committee is aware, schools of education have been low on the academic totem pole in our universities. In the schools of education themselves, professors are not rewarded for expert work in teaching itself or even for spending time in schools. In California, there was no partnership between school districts and universities prior to the Reading Initiative, so that students would take courses that had no relevance to the classroom settings they were to manage. The Harvard Graduate School of Education, which is ranked by some as the nation's top school of education, for many years has had no credentialing program and does not view itself as an institution that trains teachers. The Dartmouth College administration recently tried to abolish its education department altogether, stating that a department of education had no place in a school of academic rigor. Fortunately, the outcry of support from students saved the department. We hold teaching in low regard, but all our research data indicate that reading is one of the most complex mental abilities learned by humans. To teach it well, one must have extensive knowledge and skill that require coursework linked to supervised practice and ongoing mentorship from experts.

Are professors of education currently able to provide the knowledge and skill that teachers need? Although individual professors may be doing a commendable job within the constraints of their programs, my experience has been that the majority of reading faculty need much more grounding in the science and pedagogy of their discipline to be effective. Many departments of reading are staffed by adjunct faculty who are accountable to no one and who often have no knowledge of current research or its informed application. Last year I surveyed the 55 participants of the California Reading Academy, who were hand-picked leaders in language arts from the 11 county regions in California, on what they believed should change about teacher preparation. I gave the survey after teaching them about language structure and its relevance to learning to read and write. Many of these leaders commented that the information about language, reading, and spelling offered in the course was totally new to them but critical for informed practice. They lamented the years they spent teaching without this essential foundation. Although generally loyal to the institutions that prepared them, these leaders were totally supportive of more rigorous professional standards, a research-based curriculum for teachers, and the requirement that professors be scholars capable of modeling and supervising instruction.

Here in the District of Columbia, I have just finished my first week of work with the kindergarten and first grade teachers in our project. We spent three days on the components of balanced reading, the identification and production of speech sounds, the teaching of phoneme awareness, and how children learn to read and spell. At the conclusion of this session, one young teacher expressed outrage that he had never been taught these things; I know, he remarked with regret, that I could have taught so many more of my children how to read. Another teacher reported with dismay that she was just finishing a masters degree in reading at a local university and none of the essential information communicated in our session had been taught to her. Teachers are not our problem; we are losing good teachers because their training is inadequate for achieving success in their classrooms with diverse learners.

Establishing a Profession

Professions such as plumbing, hairdressing, auto mechanics, medicine, speech/language pathology, and psychology regulate themselves through governing boards, accreditation standards for training programs, national examinations, and continuing education requirements. They also reward professional growth and excellence. Reading education in America, indeed all of education, can learn something from other professions and from our counterparts in Europe and Asia. In Poland, for example, teachers must take five years of linguistics, child development, educational psychology and pedagogy before they sit for the first round of licensing exams. Scholarship is combined with supervised teaching practice. In the U.S., it is a rare teacher who knows the difference between a speech sound and that of a letter, or who can frame instructional choices according to a credible theory of reading development and reading difficulty.

The superficiality of teacher training drives teachers toward a "method" or "program" orientation. Those who are loyal to methods tend to be ideological and rigid. Out of the hundreds of teachers I have surveyed about their theoretical orientation towards reading, five to ten percent, at the most, are able to name any of the theorists or researchers who, in fact, have made the major contributions to our understanding of reading development, individual differences in reading proficiency, or the components of effective instruction. When teachers are wedded to philosophies, programs, or methodologies such as Whole Language or Reading Recovery, they tend to be less open to the findings of objective studies that could improve their practice; less interested in questioning the assumptions of their favored method; and less effective at problem solving when the approach they use is unsuccessful with a given reader, which, I will add, is inevitable--no one program or approach is equally effective with all learners. The question we must all keep in mind is which children need what type of teaching, at what point in their development, in what type of setting, with what type of teacher, and for how long in order to become literate adults who love to read and write.

To establish a profession of teaching reading, we must delineate what all teachers of reading should know and be able to do, require and enforce accreditation for preparation programs, evaluate teachers based on performance as well as content knowledge, encourage partnerships between colleges and school districts, and build incentives for teachers to demonstrate expertise as they gain experience.

The Science of Reading

Given the degree of controversy and argument that has characterized the reading field in the last century, the Committee might question whether the field is mature enough to agree on standards for professors and teachers. My response is yes it can, although the history of this field certainly attests to the challenge of the enterprise. The effective prevention of reading failure is certainly not something that is obvious, or we would be doing it. If teaching children to read was as simple as providing the attention of an enthusiastic but untrained tutor, we would have discovered that and been doing it. Learning to read is difficult for many people, and science--especially cognitive science, neuroscience, and applied linguistics--is helping us understand why and what can be done about it. We do know the major components of effective instruction; the course of reading development; the differences between good and poor readers; the linguistic nature of reading and writing; the special role of phonology in learning to read; the way in which words in print are processed; why some people comprehend better than others; and how writing and reading are linked. There are many questions to be answered by continuing research, but we are ready now to act on what we know. Teacher preparation can, and must, rest on a scientific foundation.

Thank you for your commitment to the improvement of reading education in our country. I would be pleased to answer any questions you may have.

Attachments

Brady, S. and Moats, L.C. (1997). *Informed Instruction for Reading Success: Foundations for Teacher Preparation.* Baltimore, MD: International Dyslexia Association.

Moats, L.C. (1996). *A Blueprint for Professional Development for Teachers of Early Reading instruction.* California State Board of Education, Comprehensive Reading Leadership Program.

Louisa C. Moats, Ed.D.

Dr. Louisa C. Moats is currently the DC Director for a five-year study of early reading instruction being conducted in Houston, Texas, and Washington, DC, public schools, under the direction of Dr. Barbara Foorman of the University of Texas-Houston Health Science Center, with funding by the National Institute Of Child Health and Human Development of the National Institutes of Health. She received her doctorate in Reading and Human Development from the Harvard University Graduate School of Education. She worked as a teacher, neuropsychology technician, and specialist in learning disorders prior to her doctoral training in reading. She was a licensed psychologist in private practice for 15 years in Vermont, as well as a graduate instructor at Harvard University and St. Michael's College. Specializing in reading development, reading disorders, spelling, and related language concerns, she has written and lectured widely throughout the United States and abroad. She spent the 1996-97 school year as the Distinguished Visiting Scholar at the Sacramento County Office of Education, where she authored leadership training materials on early reading for the California State Board of Education and conducted numerous symposia and workshops for professionals in education. Dr. Moats also designed and teaches innovative courses for teachers on language structure and its role in learning to read and write through the Greenwood Institute in Putney, Vermont.

Education Alert

Informed Instruction for Reading Success: Foundations for Teacher Preparation

A Summary

As the scope of reading failure in the United States becomes increasingly apparent, calls for improved standards in teacher preparation and in classroom achievement are being urged by growing numbers of educators, parents and politicians. Their recommendations stem from recognition of the need to eliminate the personal and social costs of literacy problems and to prepare our young people for the global economy of the 21st century. Yet specification of what the new standards should include is missing from the calls for change: we need to be doing something differently, but what? This critical paper, Informed Instruction for Reading Success, provides a much-needed answer. Drawing on solid scientific research, for the first time master educators bridge the gap between research and practice and delineate an informed approach to reading instruction, clearly detailing what teachers need to know in order to teach children to read and how teachers should be prepared. If the recommendations in this paper are adopted and implemented nationwide, we can become a "nation of readers" once again.

The Need to Change the Way Children are Taught to Read

A sobering percentage of children in the United States encounter difficulty in learning to read. Results from a 1994 national survey of reading achievement by fourth graders (National Assessment of Educational Progress) indicate that 44% of school children are reading below a basic level of achievement (described as having "little or no mastery of knowledge and skills necessary to perform work at grade level"). Of those identified as having learning disabilities, at least 80% have language-based reading problems.

The Lessons from Research

More than two decades of sophisticated, convergent research funded by the National Institutes of Health has led to the following conclusions about reading acquisition and reading failure.

- Insufficient awareness of the sound structure of words (phoneme awareness) is a central deficit in failing readers.
- Poor and inaccurate decoding of single words (inability to read new words) is a major difficulty for those who struggle with reading. Poor decoding in the early grades predicts weak reading comprehension in the later grades.
- In contrast, successful readers are adept at identifying the component sounds of words and at rapid and accurate word identification. Their automaticity at word identification allows good readers to reflect more on the meaning and structure of text.
- Reading problems often have a biological basis and affect individuals of all levels of intelligence and ethnic backgrounds.
- Children from disadvantaged backgrounds where books and word games are less evident are at greater risk for reading failure.
- Failure to provide appropriate reading instruction can exacerbate reading difficulties.

The International Dyslexia Association
8600 LaSalle Road • Chester Building, Suite 382 • Baltimore, MD 21286-2044 • USA
1-800-ABCD123 • phone: (410) 296-0232 • fax: (410) 321-5069
info@interdys.org • www.interdys.org

BEST COPY AVAILABLE

- The majority of children find it easier to learn to read and spell if they are given systematic instruction that matches their current reading level.

An Informed Approach to Reading Instruction

Research results and teaching practice indicate that the best instruction is explicit, systematic, sequential, active, and engaging. Effective teaching emphasizes discovery and understanding, and is aided by frequent opportunities to practice spelling, writing, and reading skills in meaningful contexts.

What Teachers Need to Know for Informed Reading Instruction

- Teachers must be given a foundation of the theoretical and scientific underpinnings for understanding literacy development.

- Teachers must understand the content of instruction, the linguistic units of speech and print, and be able to apply the content to designing teaching activities and giving students corrective feedback.

- Therefore, teachers must be taught the structure of the English writing system and its relationship to sounds and meaning. They must learn the English speech sound system, including how speech sounds are produced. They must have a knowledge of semantic patterns (or morphemic patterns) such as prefixes, suffixes, and roots, as well as knowledge of grammatical and text structures.

- Teachers need supervised experience with one-on-one instruction and with larger groups. They should have experience with learners who are diverse in age and level of proficiency, and opportunities to observe peer models at work.

- Teachers must practice translating the knowledge of how children learn to read into relevant activities. They need opportunities to team teach, to consult with a mentor, and to participate in dialogues with fellow professionals.

A Call for Action

Teachers and other professionals face a serious responsibility to help children become successful readers, but at the present most Schools of Education are not providing teachers with an important body of knowledge and techniques currently available that would help teachers accomplish this task.

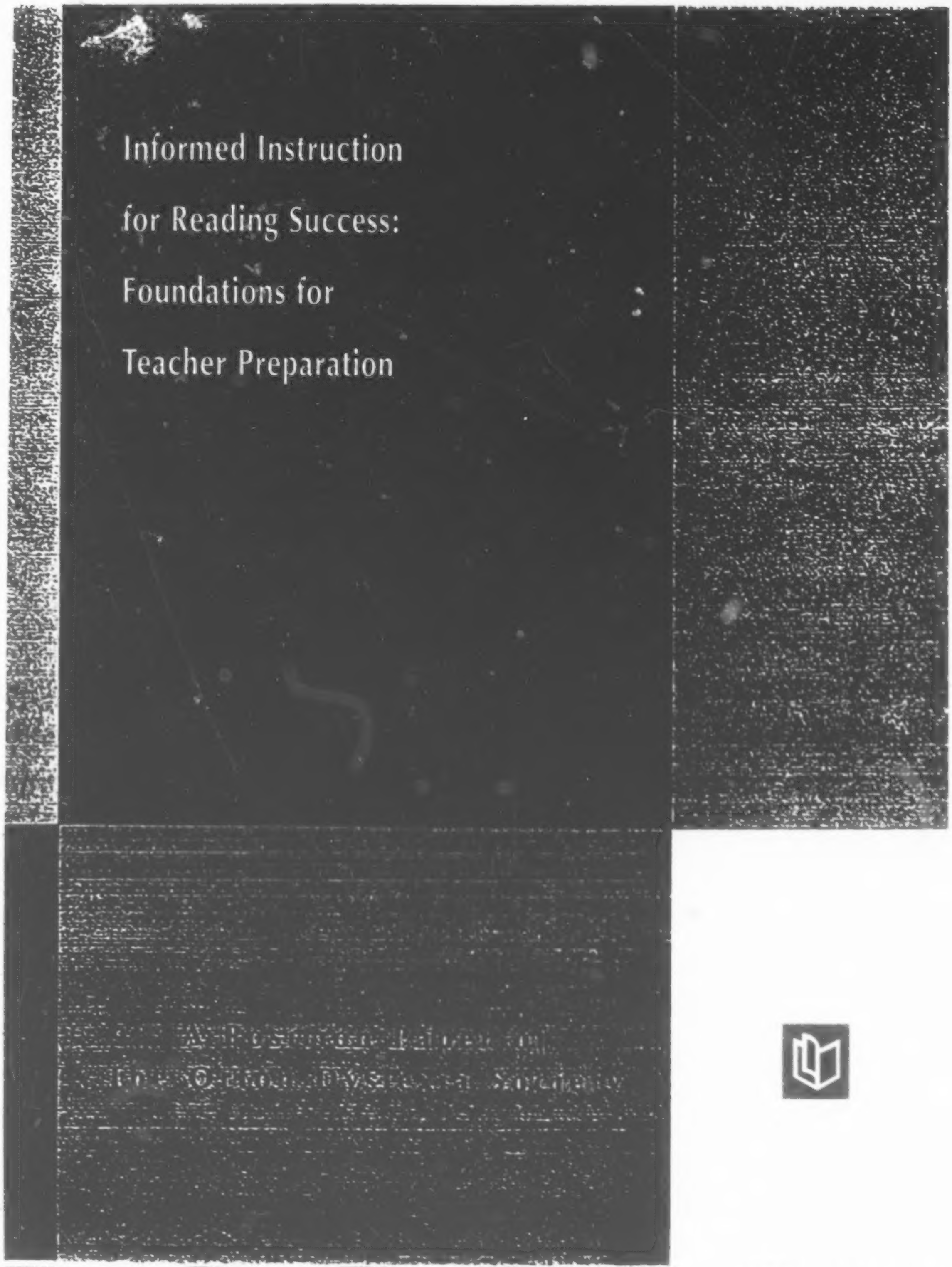
- The myth that one does not need to know much to teach reading must be dispelled. State Departments of Education need to mandate the training described in this paper for teacher certification.

- Universities need to update/change their training programs to include the content recommended.

- Federal and State Agencies need to provide funding to develop model training programs that could serve as blueprints for other training facilities and as centers for re-training the trainers (university faculty).

The teaching of reading has been subject to enormous swings based on various ideologies, clearly to the detriment of children. The pendulum approach to reading instruction should be discarded and this informed approach, based on solid research evidence, should be the highest educational priority. The investment now in teacher education will stem the tide of illiteracy and educational failure.

BEST COPY AVAILABLE



Informed Instruction for Reading Success: Foundations for Teacher Preparation

A Position Paper of
The Orton Dyslexia Society

BEST COPY AVAILABLE

© The Orton Dyslexia Society, May, 1997
8600 LaSalle Road
Chester Bldg., Suite 382
Baltimore, MD 21286-2044

The Orton Dyslexia Society encourages the reproduction and distribution of this paper, provided that appropriate credits are given and no fees are charged.

The publication of this paper was made possible in part by a grant from The San Marcos Civic Foundation, Austin, Texas.

Footnotes and Endnotes: Footnotes providing further discussion of an issue are indicated by asterisks and are presented at the bottom of the page on which they are cited. Endnotes are coded by number; these provide reference or resource information and begin on page 25.

Informed Instruction for Reading Success: Foundations for Teacher Preparation

A Position Paper of
The Orton Dyslexia Society

PREFACE

The Orton Dyslexia Society (ODS), founded in 1949, is an international, non-profit organization that concerns itself with the complex issues of reading acquisition and reading disabilities. The Society has a wide membership, including parents, practitioners, researchers, and individuals with dyslexia. Concepts serving as central principles guiding organization activities and publications include the following:

- Individuals deserve to reach their fullest potential in reading and writing abilities.
- The expertise and qualifications of teachers, together with effective instructional methods, are critical to helping children become successful readers and writers.
- Quality research on factors contributing to reading success and to reading failure should inform assessment and teaching practices.
- Information about important instructional and research developments should be disseminated to help promote well-supported practices in teacher preparation, in instructional methods, and in the prevention and treatment of reading difficulties.

The growing incidence of reading failure for children in the United States, the shortcomings of teacher preparation programs, and the lack of awareness of pertinent research prompted the ODS Board of Directors' Teacher Education Issues Committee to undertake this paper. The goals of the paper are to:

- Provide teachers and other professionals with information about an important body of knowledge and techniques currently available that would enable them to help children become successful readers.
- Dispel the myth that one does not need to know much to teach reading.
- Present an overview of exciting and relevant research gains that have clear implications for instruction.
- Describe an Informed Approach to Reading Instruction that would best serve all children and that is crucial for "at-risk" children and those with dyslexia.
- Identify the areas of knowledge teachers must have to provide Informed Instruction and make recommendations for changes in teacher preparation standards.
- Suggest steps that could be taken to bring about changes in teacher preparation.

INTRODUCTION

A sobering percentage of children in the United States encounters difficulty in reading; the personal and societal costs of these reading problems are enormous. Adding to the magnitude of the tragedy is the fact that it is unnecessary—the knowledge children need to master in order to succeed at reading is well-documented, and the kinds of instructional methods that are effective have also been verified. Despite this, most teachers are not being given the content and depth of training needed to enable them to provide appropriate instruction. Altering current practice in teacher training will require a fundamental change in how reading instruction commonly is viewed. In contrast to the erroneous and damaging belief that little preparation is necessary to be able to teach reading, we need to promote awareness that literacy instruction is a complicated task. The professional demands of teaching reading must be acknowledged, and, in turn, much-improved training opportunities must be available to prepare teachers better for the challenging task of teaching children to read.

Correcting the lack of adequate preparation for most teachers would be an important step toward reducing the reading problems facing this nation. A central goal of this paper is to specify foundations that we regard as essential for teacher preparation. In order for teachers to make informed decisions about how to work with individual children, they must have a conceptual foundation regarding reading acquisition and sources of reading difficulty. Their training should include information about how written language represents spoken language, about how language is structured, and about what is required for children to become skilled readers. In addition, it should include supervised practice using reading methods with a variety of learners. The content we advocate is not a return to the "phonics of old" or a sweeping rejection of techniques incorporated in "whole language" methods. Instead, with the preparation described, the focus shifts away from a broad endorsement of any single method, to an ability to analyze which component of reading to target at a particular time with which students, and, secondarily, which techniques would be most effective. Armed with this kind of conceptual knowledge, teachers would be genuinely empowered, knowing how to apprehend with insight how a child is progressing and what kinds of activities would be most helpful to promote growth in reading. With adequate pre-service training and in-service follow-up, the success rate for teachers in the kindergarten and early elementary grade classes could be markedly improved. Consequently, the demand for expensive intervention and remediation would be limited to the much smaller

Correcting the lack of adequate preparation for most teachers would be an important step toward reducing the reading problems facing this nation.

numbers of children with reading disabilities who truly require more concentrated instruction.*

Our recommendations are based on more than twenty years of convergent research studies on reading acquisition, reading disability, and reading instruction that have strong implications for how reading should be taught and for what classroom teachers need to know in order to be most effective at helping children learn to read. It is our belief that adequate preparation of classroom teachers, with corresponding adoption of an informed and balanced approach to reading instruction, would have a significant impact on literacy achievement in this country. It would also promote a shift from unnecessary extremes in reading instructional practices to reasoned collaboration.

In this paper, we briefly comment on the magnitude of literacy problems in the United States today, presenting some of the justification for the need for changes in teacher preparation.[1] Next, to provide a framework for the training requirements proposed in the final section of the paper, a summary of current research evidence and an overview of an informed approach to reading are provided.

WHY ARE CHANGES IN READING INSTRUCTION AND TEACHER PREPARATION NECESSARY?

Reading failure is epidemic. Declining test scores in reading have been noted in many states, most visibly in California, where the inability of children to read, spell, and write well has become a matter of widespread public concern. Elsewhere in the U.S., estimates from well-designed, recent studies suggest that by fourth grade, 20% of children are dysfunctional readers,[2] considerably more than are ever formally categorized as having a disability. The incidence of reading problems is markedly higher in many schools serving disadvantaged children.[3] Results from a 1994 national survey of reading achievement by fourth graders (National Assessment of Educational Progress) indicate that 44% of school children are reading below a basic level of achievement.** Of those identified as having learning disabilities, at least 80% have language-based reading problems.[4] Further, predictions for the coming decades are that the number of children with learning disabilities is on the rise for a variety of social, economic, and educational reasons.[5]

Although early intervention efforts with those at risk for reading problems are increasing, these can be very costly, involving ex-

---

See copyright page regarding footnotes and endnotes.

*Currently the needs of children with severe reading disabilities are not being met sufficiently as schools are overwhelmed with large numbers of non-dyslexic children who are also struggling to learn to read. We do not claim that improved teacher preparation will eliminate reading problems, but with an improvement in classroom success levels, it will be possible to direct the resources of specialists where they need to be.

**National Assessment of Educational Progress (NAEP), 1992 and 1994 Reading Assessments. "Below Basic" reading achievement is defined as follows: "This level identifies little or no mastery of knowledge and skills necessary to perform work at each grade level."

tended one-to-one instruction. Teacher re-education to implement these special programs currently costs upward of $6,800 per teacher,* and yet generally does not provide the scope of knowledge about reading acquisition that will be recommended below. Importantly, a significant number of children continue to have reading problems at the end of the "intervention,"[6] yet other support services for reading instruction may not be available.** At the same time, classroom teachers are being asked to provide instruction for students with a wider range of ability than ever before, and too frequently they have not received sufficient training regarding reading development and reading problems.[7] Parents, anxious about whether their children are learning how to read, are spending considerable sums on supplementary materials or on private instruction. Law suits against school systems for failing to provide appropriate educational programs for students have proliferated. Against all these sobering concerns, there is an area of real encouragement: impressive gains through national and international research efforts have highlighted what is essential for success at reading. As often happens in science, these gains have been slow to be translated into practice. Here we aim to share the findings and their implications for teacher preparation.

. . . there is an area of real encouragement: impressive gains through national and international research efforts have highlighted what is essential for success at reading.

WHAT HAVE WE LEARNED ABOUT LEARNING TO READ?

How Does Learning to Read Differ from Learning to Speak?

Speaking, listening, reading and writing are all language activities. A broad body of evidence indicates that the human capacity for the first two, speaking and listening, has a biological foundation: wherever there are people, there is spoken language; children learn to use their language with remarkable speed, regardless of wide variations in environmental circumstances and with negligible amounts of explicit instruction; human specialization for speech is reflected in a specially constructed vocal tract, in the organization of the brain, and in the perceptual sensitivity to speech sounds seen in very young infants.[8] Acquiring spoken language, or mastering the intricacy of the language system, is not a conscious activity. Children are focused on communicating, not on figuring out how to put speech sounds together to form words.

---

*Costs cited to train Reading Recovery specialists vary from program to program. For example, Bell (1995) in a California document reports, "Preparation of a fully trained Reading Recovery teachers' leader to work with an entire school district or consortium of school districts costs $14,610. Training of individual site-level teachers costs $6,820." A second training site, The Reading Recovery Program at Ohio State University, currently estimates the total five year expense of training a teacher leader to be $40,075 (not including salary during training and implementation years or the salary of a substitute to replace the person being trained during the training year). Of this sum, $23,094 is allocated to the first year of training at Ohio State to cover tuition, instructional fees, living expenses, and other fees.

**For example, funds for Title I programs are given to states depending on the state-wide incidence of poverty. Therefore, the amount going to individual states varies. Within states at the district level, local decisions are made about how these funds will be spent. Often Title I funds are used to support, or to partly support, Reading Recovery programs, and resources for other forms of assistance have been reduced.

In contrast, writing systems are part invention and part discovery: on a relatively small number of occasions in history people have decided to create visual symbols (the invention) to represent elements recognized to be in spoken language (the discovery).[9] Some of the early writing systems were designed to have a symbol for each word or unit of meaning. This kind of system, known as a logography, is conceptually easy to understand, but presents the life-long task of learning thousands of symbols. For English we have instead a mixed system (referred to as morphophonemic) that uses symbols for individual speech sounds (i.e., phonemes*), as well as ones for units of meaning (i.e., morphemes:** for example the 'ing' at the end of the word wishing). The advantage of an alphabetic system such as English is that once one has mastered a fairly small number of sound-letter associations, the world of writing is accessible: new material can be read and explored without learning new visual symbols. The trade-off, however, is that the prerequisite discovery that words are composed of meaningless units of sound turns out to be remarkably difficult for many beginning readers to attain. For the fluent reader and writer this seems hard to believe, but twenty-five years of research corroborates that mastery of this insight is an impediment for approximately a third of the children in first grade and for those in later grades who continue to have difficulty learning to read.[10] Part of the reason phonemes are difficult for children to become aware of is that when humans say words, the phonemes overlap and influence each other so that the individual phonemes are difficult or impossible to produce in isolation. In addition, how phonemes are produced depends on the particular phonemes around them (e.g., the /t/ phonemes in take, little, and train differ).[11]

Unlike learning to speak a language, someone beginning to read and write has to discover, to appreciate consciously, what the symbols stand for in the particular writing system being learned.[12] The unnaturalness of written language, and the intellectual demands of learning to read, are one reason much of the world remains illiterate. Without instruction, learning to read and write are not part of the repertoire of human abilities.

---

*Phonemes constitute the smallest speech units that can change the meaning of a word (e.g., changing cat to bat), though they themselves are meaningless. The set of phonemes in English includes consonants (e.g., /b/, /d/), fricatives (e.g., /s/, /z/), vowels, and other phonemes. Though represented by the letters of the alphabet, phonemes and letters are not identical. For example, in English, some phonemes are spelled with two letters (e.g., 'sh' for the first sound in 'shout') and individual letters may represent multiple phonemes.

**Morphemes are the smallest meaningful units of language. These include free morphemes that may stand alone as words (e.g., the, black, bird) or that may be part of other words (e.g., blackbird, blackest), and bound morphemes that contribute to word meaning but are not words themselves (e.g., walk-*ed*, think-*ing*, *un*-learn-*able*, *con-struct*).

What are the Sources of Difficulty for Children Who Struggle with Learning to Read?

Phoneme Awareness. As indicated above, a major problem for children with reading problems is that they have not yet attained adequate awareness of the sound structure of words. That is, they have insufficient phoneme awareness to allow them to make sense of an alphabetic writing system. Complete awareness of the speech sounds in words typically develops over a number of years, beginning with appreciation of larger chunks of sound (i.e., phonological awareness) such as in rhyme (e.g., hand, band, and sand share a final sound unit "and"). This awareness gradually progresses to the individual speech sounds in words (i.e., phoneme awareness; e.g., sheep has three phonemes).[13] (We emphasize that *phoneme awareness and phonics do not mean the same thing.* Phoneme awareness refers to an understanding that words are made up of individual speech elements. The young child might attain a considerable degree of awareness of the phonemes in words before any knowledge of letters or letter-sound correspondences have been learned. Phonics refers to the latter concept, the representation of sounds with letters.) For phoneme awareness to develop, the child is helped by engaging in games and songs that focus on shared sound patterns (e.g., rhyme, alliteration) and later by taking part in verbal and literacy activities that direct attention to phonemes (e.g., "what is the last sound in dig?").* The role of phoneme awareness in learning to read has been supported by three outcomes: First, it is now recognized that kindergarten and first grade children who are behind in acquiring phoneme awareness are at risk for having difficulty learning to read. Second, older children and adults who are poor readers continue to have limited awareness of the sounds in words. And third, intervention and remedial strategies designed to foster phoneme awareness are successful at reducing the occurrence of reading disability.[14]

. . . a major problem for children with reading problems is that they have not yet attained adequate awareness of the sound structure of words.

Poor Single Word Decoding. A second hallmark of the person with low levels of literacy is poor word recognition skills. The decoding skills in the vast majority of impaired readers (and beginning readers) are slow and/or inaccurate.[15] As a result their eye movement patterns may be somewhat irregular for text they are having trouble reading (e.g., more regressions), but because this is a consequence of difficulty decoding rather than a cause, training eye movements per se will not improve reading ability.[16] Similarly, to compensate for limits in decoding ability, poor readers tend to rely more on context or on guessing strategies, though both are of limited value as text becomes less predictable.[17] Accordingly, measures of ability to read words and especially nonwords (e.g., pim) in isolation are crucial to recognizing a reading difficulty. It is important to appreciate, in light of the current interest in "authentic" assessment, that such measures are valid and realistic even though they may seem unnatural on the surface. By the mid-elementary years, it is estimated that a child annually encounters thousands of written words that have not been seen before.[18] The child's ability to analyze these new words quickly and accurately affects whether that child is able to "read to learn."

---

*The relationship between learning about phonemes and developing decoding skills is reciprocal: Children have an easier time learning to read if they have awareness of phonemes and if instruction links these concepts of speech sounds with letter knowledge. At the same time, appreciation of the phonemic composition of words is enhanced by learning to read. (See Blachman [1994] for a review).

Unfortunately, poor decoding skill in the early grades is highly correlated with limited comprehension and decoding in the later grades: reading problems usually persist.[19] Without direct instruction of the right kind, the child encountering difficulty does not catch up in decoding skill. The common assumption that reading problems in older individuals stem entirely from difficulties in comprehension, that decoding problems are only a stumbling block in the early grades, has been demonstrated to be false. Most older poor readers continue to have weak phoneme awareness and inaccurate and slow decoding skills.[20] Their difficulties may be particularly evident in incorrect spelling of morphemes and words.[21]

Unfortunately, poor decoding skill in the early grades is highly correlated with limited comprehension and decoding in the later grades . . .

Related Problems with Verbal Memory and Language Use. A number of less focal phonological weaknesses also have been found to be associated with reading disability. Poor readers often have a shorter verbal memory span; they have difficulties with word retrieval (i.e., they "know" the word, but may not be able to retrieve the accurate way to pronounce the word); and they seem to require more practice to retain the pronunciation of new vocabulary items.[22] These phonological difficulties in turn may impede listening or reading comprehension,[23] and may contribute to the impoverished use of sentence structure in spoken language typical of many children who are poor readers.[24]

How Do Intelligence and Attention Deficit Disorder Relate to Reading Disability?

Reading problems affect people of all levels of intelligence. That is, the person with a reading disability may be brilliant, average, or low in intellectual capacity, and may or may not have complementary talents in other skills such as art, music, athletics, or mathematical reasoning. At the same time, performance on some tasks included on achievement and intelligence assessment batteries (e.g., vocabulary knowledge) may be affected as a result of both the phonological deficits and the reduced exposure to written material experienced by individuals with reading problems. Yet, regardless of intellectual level or other possible areas of proficiency, individuals with reading problems have in common a difficulty with the phonological demands of reading (i.e., phoneme awareness, decoding, and spelling). Those who are lower in intelligence often have additional problems with reading and language comprehension. The core pattern of phonologically based reading problems, present at all levels of intellectual ability, raises concerns about the prevailing use of discrepancy scores between reading and aptitude measures to identify which children are to receive reading assistance.*[25]

Just as research has confirmed the relative independence of intelligence and reading ability, recent studies indicate that attention deficit hyperactivity disorder (ADHD) and reading disability are separate problems.[26] Children who happen to have both ADHD and a reading impairment (approximately 33% of those with learning disabilities) show the phonological weaknesses characteristic of dyslexics. (The fact that more boys are noticed by educators as having reading problems may be related to the higher incidence of ADHD in boys.) In contrast, those individuals with ADHD who are normal readers do not have phonological deficits.[27]

What are Good Readers Good At?

The good reader excels at word identification, and is able to read either new words or isolated words accurately and quickly. This automaticity creates the impression of the reader making a direct psychological link between whole words and their meaning without having to analyze words. However, research confirms instead that the skilled reader rapidly and effortlessly translates written words into their spoken equivalents.[28] Central to the reader's expertise is an appreciation of the phonemic structure of words. Skilled readers perform well on listening tasks requiring the identification or manipulation of the sounds in words (e.g., what is "smile" without the "s"). As phoneme awareness and good word reading skills develop, the reader is increasingly able to reflect on the meaning and structure of the text. Thus the better reader also tends to be superior at reading comprehension, at awareness of the communicative functions of text, and at knowledge of comprehension strategies.

Research has established that good readers do not skip over significant numbers of words: studies of eye movements document that skilled readers fixate on most of the words of a text.[29] The occasional skipped words tend to be very short and predictable (examples: the, and, of, to). Further, the fact that good readers can identify words, even new ones, virtually as well when they are presented in isolation as when in connected text underscores that their fluency does not depend on better guessing or prediction skills.[30]

---

*Currently, children who qualify for assistance must demonstrate a marked discrepancy between reading performance and general aptitude, despite the fact that the nature of their reading deficits often cannot be distinguished from those of others who do not meet the required discrepancy. Two factors add to the difficulty children with reading disabilities may face: Because phonological problems may impede performance on some components of aptitude testing, a child may not obtain the necessary discrepancy score. Similarly, because of environmental influences on aptitude performance (e.g., on vocabulary knowledge), socially disadvantaged children with reading difficulties may not qualify for reading assistance.

Why are Some Children Better at These Skills than Others?

Genetic Predisposition. Part of the explanation for individual variation in reading success is genetic.[31] The language abilities centrally related to reading development have a biological basis and appear to be normally distributed in the population. In other words, a bell-shaped curve represents the distribution. Those individuals at the end representing higher phonological abilities find it easier to learn how to read, almost regardless of the type of instruction they receive.[32] Those at the low end, who are characterized as having dyslexia, require a systematic, explicit method of reading instruction.[33] Lacking this they are not likely to become proficient at phoneme awareness and decoding.* The cut-off point on the distribution for the label 'dyslexic' is an arbitrary decision. Nonetheless, wherever they fall in the distribution of language skills, most children find it easier and faster to learn to read and spell if they are given systematic instruction.[34] A key point is that with optimal classroom instruction we can reduce the percentage of children who will need special assistance in learning to read.

Environmental Factors. A second factor affecting ease in learning to read appears to be environmental. Early childhood activities such as songs and word games (e.g., rhyming) enhance awareness of the sounds in words and help the child move toward a full appreciation of the phonemic composition of words. Families, as well as preschool and kindergarten programs,[35] that deliberately incorporate such activities increase the likelihood of reading success by children. Building enthusiasm for books, appreciation of text structure, and vocabulary knowledge are also important, but less centrally related to acquiring the necessary skills for early reading success.** Children from disadvantaged backgrounds, known to be at-risk for reading failure, tend to enter school significantly behind their age-mates in phonological awareness, in knowledge of the alphabet, and in vocabulary.[36]

A key point is that with optimal classroom instruction we can reduce the percentage of children who will need special assistance in learning to read.

Instructional Issues. A further aspect of the environment concerns the nature of reading instruction provided. Particularly for those children who have weak phonological abilities or impoverished lan-

---

*It is important to note that a genetic and biological basis for a deficit does not mean that it cannot be remedied, but does suggest that theoretically grounded instruction is necessary to remedy or accommodate the deficit.

**See Scarborough & Dobrich (1994) for a review of the effects of reading to children on their subsequent reading achievement. (Positive benefits of reading to children were documented on vocabulary knowledge and on knowledge of the world, confirming the widespread conclusion that reading to children is beneficial in numerous ways. Nonetheless, only a weak relationship was evident between reading to children and their success at learning to read per se.) See Juel, Griffith, & Gough (1986) for an example of the weak association found between vocabulary knowledge and beginning reading skills, though see Share & Stanovich (1995) for consideration of the value of vocabulary knowledge as decoding skills progress.

guage experience, failure to provide appropriate instruction can exacerbate their reading difficulties.[37] Ideally, the fit between instruction and the child's point in literacy acquisition should be well matched. Within each component of literacy development, including phoneme awareness, reading, spelling, and writing, development occurs in a fairly predictable progression, and success in each area is related to the others. For example, phonetic spelling and the beginning use of phonics in word reading are dependent upon children being able to segment the individual speech sounds in the spoken word.[38] Children learn best when instruction corresponds to their current reading level, and may not learn well if the instruction is not attuned to their stage in learning to read. For example, phonics instruction might not work for children who cannot segment the phonemes in words. This does not mean that children will learn better if direct instruction is delayed until children seem to be "ready";[*] instead, most children, including those at risk for failure, can benefit from direct instruction that is developmentally appropriate and that targets specific skills directly.[39] Similarly, training phoneme awareness but failing to help children progress to more advanced levels of reading is not enough: it is now clear that phoneme awareness is necessary, but not sufficient for becoming a reader.[40]

AN INFORMED APPROACH TO READING INSTRUCTION

The areas of strengths for skilled readers and of weaknesses for children having trouble learning to read cover a broad range of language and reading abilities. Not surprisingly, the kind of instruction necessary to foster reading success must also address a variety of goals. Two general principles guide our recommendations regarding reading instruction. First, both research results and teaching practice indicate that children profit from instruction in reading that is explicit, systematic, and sequential.[**] Learning why words are spelled or pronounced the way they are, as well as what the words mean, is crucial for those children having difficulty learning the English alphabetic system and is beneficial for all. Second, at the same time, effective instruction is active and engaging, emphasizes discovery and understanding, and is aided by frequent oppor-

. . . both research results and teaching practice indicate that children profit from instruction in reading that is explicit, systematic, and sequential.

---

[*] Even adults who have not had the opportunity for instruction (e.g., in rural areas without schools) are lacking in awareness of phonemes (e.g., Lukatela, Carello, Shankweiler, & Liberman, 1995), underscoring that such skills do not develop "naturally" as an outcome of "maturation".

[**] Within each component of literacy instruction, it is important to teach easier, foundation concepts before more advanced constructs. However, the recommendation for sequential instruction should not be taken to mean either a lockstep progression within each area of skill or that one must complete instruction in one area (e.g., decoding) before beginning instruction in another (e.g., comprehension strategies). Later in this paper we discuss the benefits of interweaving the elements of literacy instruction.

tunities to practice spelling, writing, and reading skills in meaningful contexts. Though these two principles are often pitted as extreme alternatives, they need not be. We describe the combination of methods as an "Informed Approach" to reading instruction.[41]

Some of the central components of such an approach will be briefly outlined. First, as noted earlier, a key requirement for becoming a skilled reader is that the child needs to discover that words are composed of meaningless sounds and to learn to identify these sounds. Phonological sensitivity typically arises first for rhymes and for the beginning sounds in words (i.e., phonological awareness). Gradually the child attends to the sounds at the ends of words and, eventually to the middle sounds as well, developing awareness of individual phonemes at all positions within spoken words (i.e., phoneme awareness). Internal analysis of clusters of consonants (e.g., 'str' in straw and 'lk' in silk) is particularly difficult and may not be mastered for several years. Teachers need to organize lessons to foster phoneme awareness with this developmental sequence in mind and to systematically continue such activities as the child's phonemic awareness advances. The occasional rhyming activity and naming of items that start with a particular letter are not sufficient.

. . . effective instruction is active and engaging, emphasizes discovery and understanding, and is aided by frequent opportunities to practice spelling, writing, and reading in meaningful contexts.

Equipped with a sharpened sensitivity to the individual sounds in words, the child has a conceptual framework for understanding the nature of an alphabetic writing system. (Without it, both phonics and whole language approaches to reading instruction may be baffling.) A necessary step is to link knowledge of the speech sounds (i.e., phonemes) with their corresponding letter patterns (i.e., both graphemes and spelling patterns). In practice, the child usually begins to do this before a complete awareness of the speech sounds in words is attained. To acquire early decoding ability, children will benefit from systematic instruction that highlights regular patterns in written English and from reading stories with words selected that enable them to practice their decoding knowledge. We emphasize that learning to read will be aided by frequent opportunities to practice spelling and reading skills, with reading for meaning being an important component. As the reading skills progress, the need for decoding instruction shifts to more sophisticated spelling patterns and on how to recognize the main syllable patterns in English. The all-too-frequent practice of teaching a minimal amount of decoding in first and second grade and then discontinuing any focus on the structure of words leaves too many children without sufficient guidance. Skillful decoding and spelling will be facilitated by ongoing instruction about how words are formed. Activities targeting the meaning units in words (i.e., morphemes) can both increase a child's understanding of the meaning of words and the child's ability to spell the numerous words composed of these morphemes. (For example, encouraging children to figure out what the meaning of 'struct' is in 'construct', 'destruction', 'instructor', (and other words they recall containing 'struct'), leads to the illuminating discovery that it means "to build" and a heightened appreciation of the meaning of words with this root. Likewise, ability to spell the large assortment of words containing 'struct' is also enhanced by this straightforward type of exercise.)

In addition to the emphasis on decoding the sound structure of words, a good teaching program will encompass comprehension and writing skills.[42] Innovations in early writing activities, have demonstrated the satisfaction children gain from writing and publishing their own stories from the earliest school experiences onward. Advances in instruction on the organization and style of text (e.g., semantic webbing, analysis of genre) and in the value of writing as a tool for thought have contributed to a shift in many schools from a focus on "skills" to an emphasis on "meaning and authenticity." We advise that both sound analysis and attention to meaning should be included from the outset. That is, the identification of elements of skilled reading (e.g., phoneme awareness, decoding, morphology, and comprehension) should not be equated either with a strictly sequential approach among these components, or with rote learning. Rather, the introduction of strategies for enhancing a child's thinking and comprehension also should begin early as coordinated strands of literacy development. From the start children should be "reading for meaning," and early school experiences should range from children generating their own stories to creating a semantic web for a more complicated story read by the teacher. In other words, the various elements of advanced literacy will be fostered by numerous different activities at each level of reading development, and interweaving of activities is inevitable and desirable. For example, the skilled teacher should be able to interpret the spelling errors produced during a writing activity, recognizing what kind of feedback or guidance about phoneme awareness would be instructive. Similarly, written text with run-on sentences or sentences without a verb would provide an opportunity for helping the child to think about the syntax of sentences. While reading a story out loud to the class, the teacher could briefly digress to ask the class what a word with a particular morpheme might mean.

. . . a good teaching program will encompass comprehension and writing skills.

Providing this kind of insightful, flexible, and informed instruction requires that teachers themselves receive systematic training about the conceptual requirements of becoming a reader, about the structure of spoken and written language, and about a variety of activities that would enable and augment the development of literacy. In short, teaching children to read is a task for an expert, and teacher preparation needs to be comprehensive enough to create such experts.

WHAT DO TEACHERS NEED TO KNOW TO BE EFFECTIVE TEACHERS OF READING?

A Proposed Foundation

From the discussion thus far, it is evident that several areas of expertise are requisite for informed teaching. Below we describe three elements of training that we believe constitute the core of information and experience needed for skillful reading instruction. A complete curriculum for teacher preparation in reading would include additional valuable courses on teaching writing, on children's literature, on multicultural issues, and on other topics pertinent to literacy. Here we aim merely to delineate the central concepts and skills necessary to enable teachers to fulfill their mission to help children become successful readers.

Recommended Core Requirements:

1. Conceptual Foundations—The Reading Process: *Teachers must be provided with a solid foundation regarding the theoretical and scientific underpinnings for understanding literacy development.* This should include knowledge of the relationship between spoken and written language, covering the basics of language organization and an overview of the historical evolution of English. A comparison of the English writing system with the writing systems of other languages of the world helps highlight what the cognitive requirements are for a child learning to read English.

In addition, teachers must be trained to have a sophisticated understanding of *the development of phonological awareness and of the process of learning to read.* They need to know how children progress from a lack of awareness about the sound structure of language to a full appreciation of the speech sounds in words. Correspondingly, they should have knowledge of the steps involved in going from a non-reader with no concepts regarding print, to initial strategies employed by beginning readers, to the sophisticated abilities of skilled readers.[43] Teachers need to learn about the importance of automaticity in decoding, of vocabulary concepts, of knowledge of text structures, and of comprehension strategies. *They need to understand what constitutes adequate research evidence, to be well versed about the research regarding sources of difficulty for individuals who are having trouble learning to read, and to know what strengths are central to skilled reading.*

Such a foundation would provide a teacher with the necessary framework for being able to assess a child's progress in learning to read and to make informed decisions about the relevance of specific teaching techniques. As an additional benefit, the teacher would be better prepared to critique future claims about reading acquisition, reading failure, or "new" methods of instruction.

2. Knowledge of the Structure of Language: In order to teach reading, writing, and spelling, *teachers need to understand thoroughly the content of instruction—the linguistic units of both speech and print.* Teachers must have an introduction to concepts of phonetics, phonology, phonics, morphology, syntax, text structure, and pragmatics. This knowledge of linguistic units should be connected with the broader framework noted above. The training also should seek throughout to apply the content to interpreting student errors in reading and writing, giving corrective feedback, designing instructional activities, and critiquing existing instructional materials.

. . . teachers need to be more knowledgeable than the typical educated adult and this requires instruction on the structure of language.

We propose that teachers need to receive training on these topics for two reasons. First, as discussed earlier, children have to become aware of the elements of language as they endeavor to discover how print represents speech and how to write and comprehend the language of text. Hence, to apprehend where a child is in that process, and to respond to the child appropriately, the teacher should have a working knowledge of the units and rules of spoken and written English. Such knowledge would enable the teacher to interpret the basis for particular kinds of reading, spelling, or writing errors and to provide the most effective input or guidance. Second, recent studies suggest that *adults usually do not know about language structure with the detail and specificity that would be required to teach it.*[44] The teacher, as a skilled adult reader, reads and writes automatically and with little conscious awareness of the structure of words or sentences. To help children make the necessary discoveries, to impart linguistic concepts with clarity, with appropriate examples, and with systematic coverage, teachers need to be more knowledgeable than the typical educated adult and this requires instruction on the structure of language. A Language Study course should include the following:

A. Knowledge of the English Speech Sound System and its Production (Phonetics and Phonology). Teachers should learn to identify, produce, classify, and manipulate the speech sounds in English so that effective instruction in phoneme awareness, phonics, and word structure is possible. Misconceptions about the phonemes in spoken words often have to be corrected to help adults understand accurately the correspondence between phonemes in speech and in written form.

B. Knowledge of the Structure of English Orthography and its Relationship to Sounds and Meaning (Phonics and Morphology). As noted earlier, in an alphabetic writing system such as English, print more or less represents individual sound units of the language (phonemes) as well as the meaningful parts of words (morphemes). Our writing system, or orthography, is more predictable and pattern based than is sometimes believed. About 87% of English spelling is based on sound-spelling correspondence patterns and rules, including regular spellings for morphemes.[45] Therefore, the writing system lends itself to orderly, systematic instruction. This is valuable for the majority of students, enhancing both reading and spelling performance, and is critical for those who do not perceive intuitively redundant patterns and connections between speech and print. Only a small percentage of words must be learned by rote or by sight because they have unique sound spelling associations.

Teachers should acquire knowledge of phoneme-grapheme correspondence (phonics) and of spelling generalizations and rules. Not only should they learn the letter-sound correspondences adequate for one syllable regular words, but additional strategies should be acquired for decoding (and spelling) multisyllabic words found in textbooks and literature beyond the second grade. Teachers need to know the major patterns for dividing words into their syllables. In addition, they will benefit from learning the most frequent morpheme patterns, the meaning units found in compound words, prefixes, roots, and suffixes.[46] By learning the common affixes (prefixes and suffixes) along with common Latin and Greek word roots, teachers (and thus their students) would have the keys to tens of thousands of words. (For example, strategies for decoding and understanding are gained by recognizing the morphemes in words such as *overwhelming*, *reconstruction*, and *microscope*.)

C. Knowledge of Grammatical Structure (Syntax, Text Structure). An introductory knowledge of syntax or sentence structure should also be attained. As noted earlier, impoverished use of sentence structure is typical of many children who are poor readers, and the teacher needs to be able to evaluate syntax difficulties and provide helpful feedback. Accordingly, teachers should be able to: explain principles of grammar; construct compound, simple, and complex sentences using various diagramming and modeling strategies; identify sentence transformations; identify paragraph, narrative, and expository text structure and use visual representations of language structure.

3. Supervised Practice in Teaching Reading: Much more attention needs to be focused on helping prospective teachers acquire the complex skill of teaching. We recommend that training in teaching include supervised experience with one-to-one instruction and with larger groups so that teachers' assessment* and instructional skills can be honed.** Because teachers will encounter children at a variety of ages, levels of proficiency, and individual strengths and weaknesses, *experience should be gained with di-*

---

*By assessment, we mean that the teacher will be able to infer from a child's handwriting, reading, spelling, and writing performance what areas need to be addressed with instructional activities.

**The importance of supervised practice also is recommended by Morris (1992), author of a tutoring manual designed to educate first grade teachers in how to instruct at-risk students. To meet the goal of supervised practice it will be crucial to select practice teaching sites carefully; the current widespread gaps in knowledge by professionals mean that care must be taken to locate well-trained teachers to serve as mentors.

verse learners and should include multiple observations of peer models at work. Complementing the components of structured language teaching itemized above, *teachers need to practice translating their knowledge of language and of how children learn to read into relevant activities* both for individual children and for classes (see Appendix A for an itemized list of skills to be practiced). They must be prepared to use numerous different activities at each level of reading development while preserving the intent to provide a balanced, comprehensive, and focused program. *Supervised practice should include opportunities to team teach, consult with a mentor, and participate in problem-solving dialogues with fellow professionals.* As we have stressed, teaching children to read is a job for an expert, and novices need a great deal of support and guidance.

. . . teachers need to practice translating their knowledge of how children learn into relevant activities . . .

A noteworthy benefit of this kind of preparation is that the individual will learn to distinguish between what constitutes real knowledge, backed by sufficient evidence, and what is merely a belief. In the classroom a teacher thus trained would be able to explain what she is teaching, how she is teaching it, and why. These apparently simple accomplishments in fact reflect keen knowledge of reading acquisition and of instructional procedures. One of the questions sometimes raised about what we advocate in this document is whether it is merely today's fad, to be swept away in years to come. The reason we can answer with confidence that this is not simply the latest trend, and that the information rests on a solid foundation, comes back to the research base emphasized throughout this paper: substantial inroads have been made regarding what is necessary for a child to learn to read and to become proficient. The central claims reported here have been evaluated critically in numerous careful research studies that converge on a set of conclusions.[47] No doubt additional information will be gained in future research. However, this will expand, not eradicate, the knowledge base about reading development, reading disability, and reading instruction. Acquiring the conceptual foundation stressed here will enable the future teacher to evaluate critically the merit of subsequent claims and to incorporate well-supported future findings into an existing framework. Building these skills for educators should help to protect educational practice from unjustified swings of the pendulum and might help avoid the counter-productive schism between research and practice that has too often prevailed. Indeed, one would expect teachers, like other professionals such as doctors and lawyers, to keep abreast of new developments.

The three elements described above (i.e., conceptual foundation, knowledge of the structure of language, and supervised practice) can be designed as separate courses or can be run in tandem as a training sequence with a practicum component. The latter might be preferable for pre-service training with future teachers who lack familiarity with the characteristics of beginning and advanced readers. However, regardless of the format selected, *it is essential that sufficient time be given for teachers to grasp and master the content and skills* presented here (i.e., a minimum of a year-long training course). The material in the recommended core requirements is abstract and complicated: it takes time and practice to be mastered. Ideally, a pre-service program should provide coursework directly linked to competency standards that would then be practiced and evaluated in an induction program during the teacher's first two years of teaching. In-service experiences that were part of a coherent long-term plan for professional development would continue the growth process. Such continuity between the pre-service training and the nature of the instructional methods adopted in the school setting critically influences whether new teachers solidify and fully master the methods recommended in the training program. The implication, of course, is that designing the optimal training experience should entail closer collaboration between trainers and schools than generally occurs.

TRAINING REQUIREMENTS FOR OTHER PROFESSIONALS

. . . we recommend the need for a common vocabulary and conceptual foundation among school personnel.

Because reading instruction continues over several years, and may involve specialized personnel if a child is encountering difficulty in language and/or reading, we recommend *the need for a common vocabulary and conceptual foundation among school personnel.* That is, rather than perpetuating the fragmentation of services that children so often encounter, as well as the confusion of conflicting recommendations from different staff members, we believe that *continuity in treatment is highly preferable.* If the teacher could accurately report the areas of weakness for a given child to specialists, commenting on the techniques that have been tried, the specialist could determine more quickly what further methods were warranted. Conversely, if a child were benefiting from the instructional techniques of a specialist, those gains are far more likely to be maintained and extended when the child returns to the classroom for literacy instruction if the classroom teacher understands what kind of feedback, choice of reading material, and activities are optimal. Here we briefly comment on those professionals, in addition to the elementary classroom teacher, whose role in emergent literacy, in diagnosis of reading difficulties, or in reading remediation indicates that they too require familiarity with the concepts outlined for regular teachers.

Nursery School and Kindergarten Teachers

In addition to stimulating oral expressive language, language comprehension, and print awareness, nursery school and kindergarten teachers should know how best to foster phonological awareness and to link recognition of sounds with letters. Teachers of young children should know how to identify the language problems of children at risk for reading difficulty.

Reading Specialists, Resource Room/Special Education Personnel

These personnel need in-depth knowledge and training in the topics recommended here for the classroom teacher. Because these specialists are likely to be working with children with more severe reading problems, they need to know how to pinpoint specific areas of weakness in reading performance for children experiencing difficulty learning to read. They must have expertise in effective remedial strategies targeting structured language methods that have been developed to address the needs of children with reading disabilities.[48]

Speech-Language Specialists

Speech-language specialists should know how to assess the phonological abilities of children and other aspects of the structure of language relevant to reading and writing. Expertise in techniques that employ guided discovery of how phonemes are articulated[49] is a valuable skill for enhancing phoneme awareness in children who are not benefiting from strictly auditory activities.

School Psychologists/Diagnosticians

The school psychologist or diagnostician needs to know how to distinguish reading disability from other learning disabilities and how to differentiate difficulties in phoneme awareness and decoding from comprehension problems.[50] Ability to make informed diagnoses and recommendations for treatment of reading disabilities also requires an understanding of the research on the cognitive and linguistic correlates of reading problems, and knowledge of the kinds of errors children make at different points in the development of literacy.

CLOSING REMARKS

The large number of children experiencing difficulty learning to read in this country is a worrisome reality. Teachers and other professionals face a serious responsibility to help children become successful readers, but at the present they are not being given an important body of knowledge and techniques currently available that would help them accomplish this task. Although nearly three decades of systematic research has converged on clear indications about what children need to know in order to become good readers, this domain of knowledge has not yet filtered through to most Schools of Education. The majority of teachers trained are not being provided with a conceptual foundation, with knowledge about the structure of spoken and written language, or with the practical methods and hands-on experience necessary to enable them to fully meet the needs of children learning to read.

. . . we will need to overcome the too-common misperception that minimal preparation is necessary to teach children to read.

Remedying this situation is a complex challenge. To move toward that goal we will need to increase awareness that at least some of the important factors contributing to the reading crisis could be corrected, and we will need to overcome the too-common misperception that minimal preparation is necessary to teach children to read. State Departments of Education should be urged to mandate sufficient training for certification requirements and to demand that University training programs update and modify their offerings to provide adequate teacher preparation. However, one of the serious roadblocks in alleviating the current shortcomings is that the University faculty necessary to provide this training is not now in place: most of the educators providing teacher training themselves need to be re-educated in the areas reviewed here. Thus, it will be necessary to confront the resistance to change that will no doubt occur and to structure the guidelines for course content sufficiently that "token" instruction on the topics outlined will not take place.* Federal agencies could be petitioned to help provide funding for the retraining that will be necessary at the University level and to sponsor model training programs. The solutions to bringing about the changes called for in the educational establishment will require numerous widespread efforts and awareness campaigns. This is a daunting task, but two facts mandate that we take on the challenge. First, the huge number of children encountering reading failure, and the grievous toll for them, their families, and society, is unacceptable. Second, most of these reading problems are avoidable: with adequate teacher preparation our schools would be able to meet their obligation to teach children to read.

ACKNOWLEDGEMENTS

This document was prepared by Susan Brady, Ph.D., Research Scientist at Haskins Laboratories (New Haven, Connecticut) and Professor at the University of Rhode Island, and by Louisa Moats, Ed.D., Director of Teacher Training at the Greenwood Institute (Putney,Vermont) and consultant at the Center for Improvement of Reading Instruction at the Sacramento County Office of Education (California). Both of these experts in reading research and teacher preparation are on the Board of Directors for The Orton Dyslexia Society and serve on the Board's Teacher Education Committee. This paper was undertaken on behalf of the Teacher Education Committee. The authors gratefully acknowledge the valuable input on an earlier draft from other members of the committee (Marilyn Adams, Emerson Dickman, Le Ganschow, Marcia Henry, Lorna Kaufman, Betty Levinson, and Joyce Pickering) and from other professionals in the fields of reading, education, and psychology (Benita Blachman, Judith Birsh, Joanne Carlisle, Mary Beth Fafard, Anne Fowler, Jane Greene, Nancy Hennessy, Alvin Liberman, Diane Sawyer, Hollis Scarborough, Donald Shankweiler, Michael Studdert-Kennedy,

---

*See Blachman (in press) for discussion of the dangers of oversimplification and misunderstanding inherent in the popularization of the concept of phoneme awareness.

and Barbara Wise). The authors also wish to thank Shirley Cramer, Director of the Coordinated Campaign for Learning Disabilities, for her contribution to a summary of the text.

The paper was officially approved as a Position Paper for The Orton Dyslexia Society on February 7, 1997 by the Society's Board of Directors. The authors are grateful for the support of this document by the Board Members and the President, Gordon Sherman. They also thank the staff at the National Office for their role in the production and distribution of the paper, with especial appreciation for the assistance from Thomas Viall, Executive Director, and Susan Brickley, Director of Marketing and Public Relations.

Sincere thanks are also given to Elinor Hartwig for her generous help with the publication of the document.

APPENDIX A

Supervised practice in teaching reading should include opportunities to:

A. *Become proficient in fostering phoneme awareness* through organized games and informal activities. Activities should be planned and executed with respect to a developmental continuum.

B. *Know ways to teach letter name and shape recognition and the writing of letters* using an explicit, standard letter formation system.

C. *Gain a working knowledge of ways to introduce regular sound-symbol patterns, letter clusters, and syllable types*, including demonstrating proficiency in representing all of the 44 speech sounds of English.

D. Be able to teach the *formation of letter shapes for handwriting*, both manuscript and cursive, to be integrated with the teaching of reading and spelling.

E. Be able to *select appropriate reading material*, both stories incorporating phonic patterns and other literature, for various levels of reading acquisition.

F. *Become familiar with methods for teaching morpheme analysis and spelling.*

G. Engage their students in activities to *promote knowledge of word meanings and vocabulary development.*

H. Teach the *orthographic conventions of spelling regular and rule-based words.*

I. Be able to *foster comprehension* using validated techniques such as semantic webbing, reciprocal teaching, and analysis of genre (narration, exposition, poetic writing). Stimulation of a child's comprehension abilities should be part of literacy instruction from the beginning.

J. Teach *writing skills* helping students construct sentences, paragraphs, and longer compositions, using writing as a tool for thought.

K. Demonstrate knowledge of and the practical application of positive, active, and *systematic teaching techniques*, using review and practice of what has been taught directly, discovery learning, and teaching to mastery.

L. Exhibit practical knowledge of *how to assess children's reading abilities*, and of *appropriate lesson planning* to cover each of the items listed above.

REFERENCES

Adams, M. (1990). *Beginning to Read: Learning and Thinking about Print.* Cambridge, MA: MIT Press.

Adams, M. & Bruck, M. (1995). Resolving the 'great debate'. *American Educator, 19*, 7–12.

Aguiar, L. & Brady, S. (1991). Lexical acquisition and reading ability. *Reading and Writing, 3*, 413–425.

Baydar, N., Brooks-Gunn, J., & Furstenberg, F. (1993). Early warning signs of functional illiteracy: Predictors in childhood and adolescence. *Child Development, 64*, 815–829.

Beck, I. & Juel, C. (1995). The role of decoding in learning to read. *American Educator, 19*, pg. 8–12.

Bell, J.A. (Ed.) (1995). *Promising Practices and Programs for Improving Student Achievement.* Sacramento, CA: California Department of Education.

Blachman, B. (1994). Early literacy acquisition: The role of phonological awareness. In G. P. Wallach and K. G. Butler (Eds.), *Language Learning Disabilities in School-Age Children and Adolescents.* New York: Merrill.

Blachman, B. (in press). Early intervention and phonological awareness: A cautionary tale. In B. Blachman (Ed.), *Foundations of Reading Acquisition and Dyslexia: Implications for Early Intervention.* Mahwah, NJ: Lawrence Erlbaum Associates.

Bowey, J. (1995). Socioeconomic status differences in preschool phonological sensitivity and first-grade reading achievement. *Journal of Educational Psychology, 87*, 476–487.

Bowler, R. & Ellis, W. (Eds.) (1987). *Intimacy with Language: A Forgotten Basic in Teacher Education.* Baltimore: Orton Dyslexia Society.

Brady, S. (1991). The role of working memory in reading disability. In S. Brady and D. Shankweiler (Eds.), *Phonological Processes in Literacy: A Tribute to Isabelle Y. Liberman.* Hillsdale, NJ: Lawrence Erlbaum Associates.

Brady, S., Fowler, A., Stone, B., & Winbury, N. (1994). Training phonological awareness: An inner-city intervention project. *Annals of Dyslexia, 44*, 26–59.

Brady, S. & Shankweiler, D. (Eds.) (1991). *Phonological Processes in Literacy: A Tribute to Isabelle Y. Liberman.* Hillsdale, NJ: Lawrence Erlbaum Associates.

Bruck, M. (1990). Word recognition skills of adults with childhood diagnoses of dyslexia. *Developmental Psychology, 26*, 439–454.

Byrne, B. & Fielding-Barnsley, R. (1995). Evaluation of a program to teach phonemic awareness to young children: A 2- and 3-year follow-up and a new preschool trial. *Journal of Educational Psychology*, 85, 1-5.

Calfee, R., Chambliss, M., & Beretz, M. (1991). Organizing for comprehension and composition. In R. Bowler and W. Ellis (Eds.), *All Language and Creation of Literacy*. Baltimore: The Orton Dyslexia Society.

Cramer, S.C. & Ellis, W. (Eds.) (1996). *Learning Disabilities: Lifelong Issues*. Baltimore: Paul H. Brookes Publishing.

Cunningham, A.E. (1990). Explicit versus implicit instruction in phonemic awareness. *Journal of Experimental Child Psychology, 50*, 429-444.

Ehri, L. C. (1991). Development of the ability to read words. In R. Barr, M. Kamil, P. Mosenthal, and P.D.Pearson (Eds.), *Handbook of Reading Research, Vol. II*. New York: Longman.

Ellis, W. (Ed.) (1991). *All Language and Creation of Literacy*. Baltimore: Orton Dyslexia Society.

Felton, R. (1993). Effects of instruction on the decoding skills of children with phonological processing problems. *Journal of Learning Disabilities, 26*, 583-589.

Fish, M.C. & Margolis, H. (1988). Training and practice of school psychologists in reading assessment and intervention. *The Journal of School Psychology, 26*, 399-404.

Fletcher, J.M., Shaywitz, S.E., Shankweiler, D.P., Katz, L. Liberman, I.Y., Stuebing, K.K., Francis, D., Fowler, A.E., & Shaywitz, B.A. (1994). Cognitive profiles of reading disability: Comparisons of discrepancy and low achievement definitions. *Journal Of Educational Psychology, 86*, 6-23.

Foorman, B.R., Francis, D.J., Beeler, T., Winikates, D., & Fletcher, J.M. (1997). Early interventions for children with reading problems: Study designs and preliminary findings. *Learning Disabilities: A Multidisciplinary Journal, 18*, 63-71.

Fowler, A.E. & Scarborough, H.S. (1993). Should reading-disabled adults be distinguished from other adults seeking literacy instruction? A review of theory and research. *Technical Report TR93-7, September*. Philadelphia: National Center on Adult Literacy.

Gleitman, L.R., & Rozin, P. (1977). The structure and acquisition of reading I: Relations between orthographies and the structure of language. In A.S. Reber and D.L. Scarborough (Eds.), *Toward a Psychology of Reading: The Proceedings of the CUNY Conference*. Hillsdale, NJ: Lawrence Erlbaum Associates.

Gough, P. B. (1983). Context, form, and interaction. In K. Rayner (Ed.), *Eye Movements in Reading: Perceptual and Language Processes*. New York: Academic Press.

Gough, P. B., Ehri, L., & Treiman, R. (Eds.) (1992). *Reading Acquisition*. Hillsdale, NJ: Lawrence Erlbaum Associates.

Gough, P.B. (1996). How children learn to read and why they fail. *Annals of Dyslexia, 46*, 3-20.

Henry, M. (1988). Beyond phonics: Integrated decoding and spelling instruction based on word origin and structure. *Annals of Dyslexia, 38*, 258-275.

Henry, M. (1990). *Words*. Austin, TX: Pro-Ed.

Honig, B. (1996). *Teaching Our Children to Read: The Role of Skills in a Comprehensive Reading Program*. Thousand Oaks, CA: Corwin Press.

Juel, C., Griffith, P.L., & Gough, P.B. (1986). Acquisition of literacy: A longitudinal study of children in first and second grade. *Journal of Educational Psychology, 78*, 243–255.

Kamhi, A.G. & Catts, H.W. (Eds.) (1989). *Reading Disabilities: A Developmental Language Perspective*. Boston: College Hill Press.

Kavale, K.A. & Forness, S.R. (1985). *The Science of Learning Disabilities*. San Diego: College Hill Press.

Kozol, J. (1991). *Savage Inequalities: Children in America's Schools*. New York: Crown.

Liberman, A.M. (1992). The relation of speech to reading and writing. In R. Frost and L. Katz (Eds.), *Orthography, Phonology, Morphology, and Meaning*. New York: Elsevier Science Publishers.

Lindamood, P. (1994). Issues in researching the link between phonological awareness, learning disabilities, and spelling. In G.R. Lyon (Ed.), *Frames of Reference for the Assessment of Learning Disabilities*. Baltimore: Paul H. Brookes Publishing.

Lukatela, K., Carello, C., Shankweiler, D., & Liberman, I.Y. (1995). Phonological awareness in illiterates: Observations from a Slavic language. *Applied Psycholinguistics, 16*, 463–487.

Lyon, G.R. (1995a). Research initiatives in learning disabilities: Contributions from scientists supported by the National Institute of Child Health and Human Development. *Journal of Child Neurology, 10*, 120–126.

Lyon, G.R. (1995b). Toward a definition of dyslexia. *Annals of Dyslexia, 45*, 3–27.

Lyon, G.R., Vaasen, M., & Toomey, F. (1989). Teachers' perceptions of their undergraduate and graduate preparation. *Teacher Education and Special Education, 12*, 164–169.

Miller, J. (1990). Speech perception. In D.N. Osherson and H. Lasnik (Eds.), *Language: An Invitation to Cognitive Science, Vol. 1*. Cambridge, MA: MIT Press.

Moats, L. (1994). Knowledge about the structure of language: The missing foundation in teacher education. *Annals of Dyslexia, 44*, 81–102.

Moats, L. (1995). *Spelling: Development, Disability, and Instruction*. Baltimore: York Press.

Moats, L. & Lyon, G.R. (1996). Wanted: Teachers with knowledge of language. *Topics in Language Disorders, 16*, 73–81.

Morris, D. (1992). *The Howard Street Tutoring Manual*. Boone, NC: Fieldstream Publications.

Nagy, W., Herman, P., & Anderson, R. (1985). Learning words from context. *Reading Research Quarterly, 19*, 304–330.

Olson, R.K., Wise, B., Ring, J., & Johnson, M. (in press). Computer-based remedial training in phoneme awareness and phonological coding: Effects on the post-training development of word recognition. *Scientific Studies of Reading*.

Pennington, B.F. (1991). *Diagnosing Learning Disorders: A Neuropsychological Framework*. New York: The Guilford Press.

Pennington, B.F., Gilger, J.W., Olson, R.K., & DeFries, J.C. (1992). The external validity of age-versus IQ-discrepancy definitions of reading disability: Lessons from a twin study. *Journal of Learning Disabilities, 29*, 562–573.

Perfetti, C. A. (1985). *Reading Ability*. New York: Oxford University Press.

Pinker, S. (1994). *The Language Instinct*. New York: William Morrow and Company.

Rack, J., Hulme, C., Snowling, M., & Wightman, J. (1994). The role of phonology in young children learning to read words: The direct mapping hypothesis. *Journal of Experimental Child Psychology, 57*, 42–71.

Rack, J., Snowling, M., & Olson, R. (1992). The nonword reading deficit in developmental dyslexia: A review. *Reading Research Quarterly, 27*, 28–53.

Rayner, K. (1985). The role of eye movements in learning to read and reading disability. *RASE: Remedial and Special Education, 6*, 53–60.

Rayner, K. & Pollatsek, A. (1989). *The Psychology of Reading*. Englewood Cliffs, NJ: Prentice-Hall.

Robertson, K. (1997). *Phonological Awareness and Reading Achievement in Children from Differing Socio-Economic Status Backgrounds*. Doctoral dissertation, University of Rhode Island, Kingston.

Rubin, H. & Eberhardt, N. (1996). Facilitating invented spelling through language analysis instruction: An integrated model. *Reading and Writing: An Interdisciplinary Journal, 8*, 27–43.

Samuels, S.J., Schermer, N., & Reinking, D. (1992). Reading fluency: Techniques for making decoding automatic. In S.J. Samuels and A.E. Farstrup (Eds.), *What Research Has To Say About Reading Instruction, Second Edition*. Newark, DE: International Reading Association.

Scanlon, D.M. & Vellutino, F.R. (in press). A comparison of the instructional backgrounds and cognitive profiles of poor, average, and good readers who were initially identified as at risk for reading failure. *Scientific Studies of Reading*.

Scarborough, H.S., Ehri, L.C., Olson, R.K., & Fowler, A.E. (in press). The fate of phonemic awareness beyond the elementary years. *Scientific Studies of Reading*.

Scarborough, H.S. & Dobrich, W. (1994). On the efficacy of reading to preschoolers. *Developmental Review, 14*, 245–302.

Shankweiler, D. (1989). How problems of comprehension are related to difficulties in decoding. In D. Shankweiler and I. Liberman (Eds.), *Phonology and Reading Disability: Solving the Reading Puzzle*. Ann Arbor, MI: University of Michigan Press.

Shankweiler, D., Lundquist, E., Dreyer, L., & Dickinson, C. (1996). Reading and spelling difficulties in high-school students. *Reading and Writing: An Interdisciplinary Journal, 8*, 267–294.

Shankweiler, D., Crain, S., Katz, L., Fowler, A.E., Liberman, A., Brady, S., Thornton, R., Lundquist, E., Dreyer, L., Fletcher, J., Stuebing, K., Shaywitz, S., & Shaywitz, B. (1995). Cognitive profiles of reading-disabled children: Comparison of language skills in phonology, morphology and syntax. *Psychological Science, 6*, 149–156.

Shankweiler, D., Crain, S., Brady, S. & Macaruso, P. (1992). Identifying the causes of reading disability. In P. B. Gough, L.C. Ehri, and R. Treiman (Eds.), *Reading Acquisition*. Hillsdale, NJ: Lawrence Erlbaum Associates.

Shanahan, T. & Barr, R. (1995). Reading recovery: An independent evaluation of the effects of an early instructional intervention for at-risk learners. *Reading Research Quarterly, 30*, 958–996.

Share, D.L. & Stanovich, K.E. (1995). Cognitive processes in early reading development: Accomodating individual differences into a model of acquisition. *Issues in Education: Contributions from Educational Psychology, 1*, 1–57.

Shaywitz, S.E., Escobar, M.D., Shaywitz, B.A., Fletcher, J.M., & Makuch, R. (1992). Evidence that dyslexia may represent the lower tail of a normal distribution. *New England Journal of Medicine, 326*, 145–150.

Shaywitz, B.A., Fletcher, J.M., Holahan, J.M., & Shaywitz, S.E. (1992). Discrepancy compared to low achievement definitions of reading disability: Results of the Connecticut longitudinal study. *Journal of Learning Disabilities, 25*, 639–648.

Shaywitz, S.E., Fletcher, J.M., & Shaywitz, B.A. (1994). A conceptual framework for learning disabilities and attention deficit-hyperactivity disorder. *Canadian Journal of Special Education, 9*, 1–32.

Snow, C., Barnes, W., Chandler, J., Goodman, I., & Hemphill, L. (1991). *Unfulfilled Expectations: Home and School Influences on Literacy*. Cambridge, MA: Harvard University Press.

Stanovich, K.E. (1986). Explaining the variance in reading ability in terms of psychological processes: What have we learned? *Annals of Dyslexia, 35*, 67–96.

Stanovich, K.E. (1992). Speculations on the causes and consequences of individual differences in early reading acquisition. In P. B. Gough, L.C. Ehri, and R. Treiman (Eds.), *Reading Acquisition*. Hillsdale, NJ: Lawrence Erlbaum Associates.

Torgesen, J. K. (1997). The prevention and remediation of reading disabilities: Evaluating what we know from research. *Academic Language Therapy, 1*, 11–47.

Van Orden, G.C., Pennington, B.F., & Stone, G.O. (1990). Word identification in reading and the promise of subsymbolic psycholinguistics. *Psychological Review, 97*, 488–522.

Vellutino, F.R., Scanlon, D.M., Sipay, E.R., Small, S.G., Pratt, A., Chen, R., & Denckla, M.B. (1996). Cognitive profiles of difficult to remediate and readily remediated poor readers: Early intervention as a vehicle to distinguish between cognitive and experiential deficits as basic causes of specific reading disability. *Journal of Educational Psychology, 88*, 601–638.

FOOTNOTES

[1] For a broad review of the need for improved teacher preparation see "What Matters Most: Teaching for America's Future," a 1996 report from The National Commission on Teaching & America's Future.

[2] Based on an observation of a normal distribution of word recognition ability, results from the Connecticut Longitudinal Studies (Shaywitz, Escobar, Shaywitz, Fletcher, & Makuch, 1992) have estimated consistently that those below the 20th percentile in word recognition have significant functional reading difficulty.

[3] e.g., Kozol, 1991; Snow, Barnes, Chandler, Goodman, & Hemphill, 1991.

[4] In meta-analyses of research studies on learning disabilities (e.g., Kavale & Forness, 1985), and in studies sponsored by the National Institutes of Health research program in learning disorders (Lyon, 1995a), 80% to 85% are disabled primarily in reading. See also Lyon (1995b).

[5] Papers citing statistics on the social and economic consequences of learning disorders are collected in a volume edited by Cramer & Ellis (1996).

[6] Shanahan & Barr, 1995.

[7] See Moats (1994) and Lyon, Vaasen, & Toomey (1989) for evidence that teachers feel underprepared to meet the needs of diverse learners in their classrooms. See Moats & Lyon (1996) for further discussion of the need for adequately prepared teachers.

[8] Pinker, 1994.

[9] Gleitman & Rozin, 1977.

[10] Many excellent reviews of this literature exist. We recommend Adams (1990); Adams & Bruck (1995); Brady & Shankweiler (1991); Gough, Ehri, & Treiman (1992); and Rack, Hulme, Snowling, & Wightman (1994).

[11] Miller, 1990.

[12] Liberman, 1992.

[13] See Brady, Fowler, Stone, & Winbury (1994) for further discussion of the distinction between phonological and phonemic awareness, and of instructional techniques to foster each.

[14] In addition to the sources cited in footnotes 17, 19 and 20, for recent discussions of these points see Byrne & Fielding-Barnsley (1995), Foorman, Francis, Beeler, Winikates, & Fletcher (1997), Olson, Wise, Ring, & Johnson (in press), Torgesen (1997), and Vellutino et al. (1996).

[15] See Rack, Snowling, & Olson (1992) for a review of the occurrence of decoding problems in poor readers. See Samuels, Schermer, & Reinking (1992) for consideration of how decoding becomes automatic and Perfetti (1985) for discussion regarding the role of automatic decoding skills in comprehension of text.

[16] Rayner, 1985.

[17] Gough, 1983; Perfetti, 1985; Stanovich, 1992.

[18] Nagy, Herman, & Anderson, 1985.

[19] e.g., Beck & Juel, 1995; Lyon, 1995b.

[20] e.g., Bruck, 1990; Shankweiler, Lundquist, Dreyer, & Dickinson, (in press). See Fowler & Scarborough (1993) for a review of the literature on reading problems in adults.

[21] e.g., Henry, 1988; Moats, 1995.

[22] e.g., Aguiar & Brady, 1991; Brady, 1991; Scanlon & Vellutino, (in press).

[23] See Perfetti (1985) and Shankweiler (1989) for discussion.

[24] See Kamhi & Catts (1989), Perfetti (1985), and Shankweiler, Crain, Brady, & Macaruso (1992).

[25] e.g., Fletcher et al., 1994; Pennington, Gilger, Olson, & DeFries, 1992; Shaywitz, Fletcher, Holahan, & Shaywitz, 1992, Stanovich, 1992. See Lyon (1995b) for a review.

[26] See Pennington (1991) for a review.

[27] e.g., Shankweiler et al., 1995; Shaywitz, Fletcher, & Shaywitz, 1994.

[28] e.g., Share & Stanovich, 1995. See Van Orden, Pennington, & Stone (1990) for a review of the research rejecting the existence of a direct, non-phonological means of word recognition.

[29] e.g., Rayner & Pollatsek, 1989.

[30] See Adams (1990) for a review of research on the strengths of good readers.

[31] See Pennington (1991) for a review of research on the heritability of reading problems using twin and adoption studies and of investigations of gene locations affecting dyslexia.

[32] e.g., Beck & Juel, 1995.

[33] e.g., Torgesen, 1997.

[34] See Adams & Bruck (1995) and Beck & Juel (1995) for reviews.

[35] e.g., Rubin & Eberhardt, 1996; see Blachman (1994) for a review.

[36] Baydar, Brooks-Gunn, & Furstenberg, 1993; Bowey, 1995; Brady et al., 1994; Foorman, Francis, Beeler, Winikates, & Fletcher, 1997; Robertson, 1997.

[37] e.g., Felton, 1993; Foorman et al., in press.

[38] e.g., Rubin & Eberhardt, 1996; Byrne & Fielding-Barnsley, 1995.

[39] e.g., Blachman, 1994; Cunningham, 1990.

[40] e.g., Byrne & Fielding-Barnsley, 1995.

[41] See Bowler & Ellis (1987), Ellis (1991), Honig (1996), and a collection of articles in *Readings for Educators* (an Orton Dyslexia Society publication) for additional discussion of the techniques and language content described here. An additional resource is a Reading Program Advisory available from the California Department of Education (1-800-995-4099) entitled *Teaching Reading: A Balanced, Comprehensive Approach to Teaching Reading in PreKindergarten Through Grade Three.*

[42] e.g., Calfee, Chambliss, & Beretz, 1991.

[43] e.g., Ehri, 1994; Gough, 1996; Share & Stanovich, 1995.

[44] Moats, 1994; Moats & Lyon, 1996; Scarborough, Ehri, Olson, & Fowler, in press.

[45] Moats, 1995.

[46] The rationale is explicated in Henry (1988) and in her instructional program, *Words* (1990).

[47] See Stanovich (1986) for a discussion of the principle of converging evidence.

[48] The International Multisensory Structured Language Education Council (IMSLEC), a consortium of programs established to treat reading, language, and writing problems, has recently developed accreditation standards for programs or organizations that uphold specified standards for training structured language teachers and therapists.

[49] e.g., Lindamood, 1994.

[50] See Fish & Margolis (1988) for a discussion of the lack of training on reading development and reading disability for school psychologists. In recognition of the importance of school psychologists being better informed about reading disability, a recent volume of the *School Psychology Review* (volume XXIV, No. 3, 1995) was devoted to presenting current research findings in the field of reading.

NATIONAL BOARD OF DIRECTORS OF THE ORTON DYSLEXIA SOCIETY

Executive Committee

Gordon F. Sherman, Ph.D., President
Marcia K. Henry, Ph.D., Immediate Past President
Leonore Ganschow, Ed.D., Vice President
Joyce Kassouf, Vice President
Martha W. Renner, M.Ed., Vice President
G. Emerson Dickman, Esq., Secretary
William Clingman, Treasurer
Harley A. Tomey, III
Nancy Hennessy, Chair, Branch Council

Members at Large

Marilyn Jager Adams, Ph.D.
Winston C. Addis, Ph.D.
Stanley Antonoff, D.D.S.
Susan Brady, Ph.D.
Grant Farrell
Jane Fell Greene, Ed.D.
Lorna N. Kaufman, Ph.D.
Betty S. Levinson, Ph.D.
Louisa C. Moats, Ed.D.
Joyce Pickering, M.A.
Lewis M. Roch, III
James G. Ward, Jr., M.D.
W. Daniel Williamson, M.D.

J. Thomas Viall, Executive Director

The Orton Dyslexia Society
8600 LaSalle Road
Chester Bldg., Suite 382
Baltimore, MD 21286-2044
Phone: (410) 296-0232
E-Mail: info@ods.org
Web Site: http://ods.org

Non-Profit
U.S. Postage
PAID
Baltimore, MD
Permit No. 560

A BLUEPRINT

for Professional Development

RESEARCH SUPPORTS CALIFORNIA'S READING INITIATIVE
READING—TOP PRIORITY FOR KINDERGARTENERS, FIRST, SECOND, AND THIRD GRADERS
BY END OF GRADE 3 ALL KIDS WILL READ AT GRADE LEVEL OR ABOVE

FOR
TEACHERS
OF EARLY
READING
INSTRUCTION

© 1997

California State Board of Education
Comprehensive Reading Leadership Program
[AB 3482]

BEST COPY AVAILABLE

Publishing Information

Publication of this material was made possible by a grant from the California State Board of Education under AB 3482. The 1996 edition of *A Blueprint for Professional Development* was developed by the California County Superintendents Educational Services Association and was authored by Louisa Cook Moats.

© 1997 California State Board of Education

Comprehensive Reading Leadership Center
Sacramento County Office of Education
9738 Lincoln Village Drive
Sacramento, CA 95827

FAX (916) 228-2404

Cover and illustrations by David Lobenberg

Comprehensive Reading Leadership Program [AB 3482]

BEST COPY AVAILABLE

Table of Contents

BACKGROUND

Why Professional Development for All Teachers of Reading is Needed... 3
Teacher Knowledge, Skill, and Classroom Behavior 4
Summary Recommendations 4

COMPONENTS

Phoneme Awareness 5
Systematic, Explicit, Phonics Instruction 6
Spelling 7
Diagnosis of Reading Deficiencies and Planning and Delivery of Appropriate Reading Instruction Based on Assessment and Evaluation 8
Research on How Children Learn to Read and on How Proficient Readers Read 9
The Structure of the English Language 10
Understanding the Relationships Between Reading, Writing, and Spelling 11
Improving Reading Comprehension 12
Student Independent Reading of Good Books 13
GLOSSARY 14

BACKGROUND

on the Reading Initiative

The Program Advisory on early reading instruction entitled *Teaching Reading: A Balanced, Comprehensive Approach to Teaching Reading in Prekindergarten Through Grade Three* (California Department of Education, 1996) was achieved through uncommon consensus. Members were not only concerned about the poor reading scores of California's students on the National Assessment of Educational Progress (1995), but were also in agreement that a strong research base existed to explain how children learn to read, how good readers differ from poor readers, and what can be done to minimize reading failure.

The California Reading Initiative, a comprehensive strategy to reform reading instruction in the public schools so that it will be successful for almost every child, represents a major legislative commitment. Approximately $1 billion has been appropriated to support program improvement. The Reading Initiative has six components: reduction of class size; adoption of core reading instructional materials; provision of inservice training of practicing teachers; preparation of new teachers in research-based instructional practices; provision of high-quality reading material for every child; and leadership training of school board members, teacher leaders, and administrators.

Both the text of AB 3482, which provides $39.4 million from General Fund and Goals 2000 monies for inservice training, and the policy documents supporting the Reading Initiative outline specific components of effective instruction on which preservice, inservice, and leadership training should focus: phoneme awareness, systematic, explicit phonics instruction (including sound-symbol relationships, decoding, and word-attack skills); spelling instruction; diagnosis of reading deficiencies, research on how children learn to read, research on how proficient readers read; the structure of the English language; relationships between reading, writing, and spelling; planning and delivery of appropriate reading instruction based on assessment and evaluation; means of improving reading comprehension; and independent reading of high-quality books and the relationship of that reading to improved reading performance.

The Program Advisory, *Teaching Reading* emphasizes the need for balanced, comprehensive reading programs. In so doing, it reiterates what many reading professionals have long acknowledged; that systematic, direct, explicit teaching of critical skills is to be carried out within a "strong literature, language, and comprehension program that includes a balance of oral and written language." The renewed emphasis on the component skills of reading that have been shown to be so critical to the prevention of reading failure and that are named in the legislation does not diminish in any way the ultimate purpose and goal of reading instruction — to gain meaning from a text.

Why Professional Development for All Teachers of Reading is Needed

The challenge before us is to take action on the recommendations of the program advisory to ensure that virtually every child will learn to read well. To accomplish this goal, we must recognize that teaching reading in a class of diverse learners is a complex activity that requires considerable knowledge and skill. Yet research consistently suggests that one year of preservice preparation is insufficient for teachers to develop teaching expertise, even under optimal conditions. In California, the recent reduction of class size has led to the employment of many beginning or novice teachers and the reassignment of many experienced, upper elementary teachers who are underprepared to teach early reading. Furthermore, the research of the last 25 years on successful practice in early reading has

Components of the Comprehensive Reading Leadership Program [AB 3482]

1. Phoneme Awareness
2. Systematic, Explicit Phonics Instruction
3. Spelling
4. Diagnosis
5. Research
6. Structure of the English Language
7. Relationships Between Reading, Writing, and Spelling
8. Improving Reading Comprehension
9. Student Independent Reading of Good Books

BEST COPY AVAILABLE

Summary Recommendations

- ☐ *All teachers* of early reading need professional development to become effective with diverse learners and to create successful programs based on scientific research.
- ☐ Professional development should involve *long-term collaborative planning* and should provide for *extensive, in-depth, sustained* learning activities that include a variety of strategies to help teachers apply what they have learned.
- ☐ Professional development should involve a *focused study of substantive topics* pertaining to specific components of reading and should include *coaching in classroom application.*
- ☐ Successful plans for educating teachers should be based on *self-evaluation and collaborative evaluation* of teachers' present knowledge and skills in relation to these designated components of instruction.
- ☐ Professional development plans must ensure that teachers have the *requisite preparation, materials, and* [illegible] *support* to change their teaching behavior and that teachers demonstrate successful practices with children.
- ☐ Professional developers should themselves have *considerable content knowledge and experience applying it.* Knowledge beyond the implementation of a specific commercial material is highly desirable.
- ☐ Professional developers should be *accountable* for teaching knowledge and skills that translate into effective classroom practice.

yet to be widely understood or applied. Meaningful change will not occur with a simple return to past practices but may occur through the education of all pre-K through grade 3 teachers in the best practices validated by research.

Mastery of subject matter content and the acquisition of teaching skills are lifelong endeavors for the committed professional. Preservice, induction, and inservice programs are needed to create a continuum of related experiences that will help teachers hone their knowledge and skills. These experiences are to include direct teaching in relevant content, sufficient modeling of its application, and supervised practice to become more effective in promoting student achievement. Individual and schoolwide professional development plans are to involve sustained, long-term planning and effort. It is in this spirit that the following delineation of what teachers need to know and do was generated.

Teacher Knowledge, Skill, and Classroom Behavior

It is a principle of learning that component skills of complex behavior must often be isolated and practiced so that they can be mastered, integrated, and applied without conscious thought in the context of purposeful activity. This principle is true for driving, playing baseball, painting a picture, learning to multiply, learning to read, and learning to teach reading.

To create this blueprint for professional development, current research was reviewed and the key question was asked, "What do skilled teachers of early reading need to do to provide all the components outlined in the reading advisory in their instructional program?" Then the knowledge of key facts, concepts, and activities that would precede or underlie skillful teaching in the classroom was identified. Simultaneously, it was agreed that the connection of these components is vital — across subject matter, across oral and written language, across grades, and across educational communities.

BEST COPY AVAILABLE

1.

Phoneme Awareness

is more highly related to learning to read than is general intelligence, reading readiness, or listening comprehension; it is a necessary but not sufficient condition for learning to read.

Phoneme awareness can be directly taught. When novicee or poor readers learn that words are composed of phonemes or speech sounds, they are much more likely to learn to read.

DO

What does a teacher need to be able to do to teach phoneme awareness?

☐ Assess and recognize a child's level of phoneme awareness to diagnose difficulties and monitor progress.

☐ Teach awareness of words/syllables/phonemes along a developmental progression, which includes:

  ☐ rhyming, both recognition and production

  ☐ blending and matching of phonemes

  ☐ segmentation, substitution, and elision of phonemes

☐ Select examples for instruction that include specific sounds for identification, comparison, blending, substitution, or segmentation.

☐ Give direct instruction to children about spoken words, syllables, and phonemes with reference to place and manner of articulation.

☐ Choose intentionally both implicit and explicit instruction, as appropriate, for the learner and the setting.

☐ Demonstrate to students how and why these skills are important for reading.

KNOW

What does a teacher need to know to teach phoneme awareness?

☐ The English sound system, including the consonant and vowel phonemes of English, their classification, and their distinguishing features (place and manner of articulation).

☐ A system for comparing speech sounds in other languages with the speech sounds in English so that contrasts may be made explicit for English Language Learner (ELL) students when appropriate.

☐ How to select, administer, and analyze assessments, both formal and informal, suitable for classroom use.

☐ A repertoire of activities for teaching phoneme awareness implicitly and explicitly.

☐ Where to find commercial programs for the development of phoneme awareness.

-op mop
-ope rope
-in pin
-ing ring

517

BEST COPY AVAILABLE

2.

Systematic, Explicit Phonics Instruction

(including sound-symbol relationships, decoding skills, and word-attack skills) *works best when it directly teaches children information that is sequenced according to organizational patterns intrinsic in the language. Concepts of print, letter recognition, sound-symbol associations, and rapid recognition of syllable patterns and meaningful parts, and the fluent application of these skills to text reading are critical for reading acquisition.*

DO

What does a teacher need to do to teach sound-symbol relationships, decoding skills, and word-attack skills within systematic phonics instruction?

☐ Teach concepts of print (word identity, left-to-right sequence, appreciation that print represents language).

☐ Teach recognition of letters in print; provide sufficient practice both in and out of context, as necessary.

☐ Select appropriate instructional activities, based on students' levels of spelling, phonics, and word identification skills.

☐ Follow and teach a logical sequence of phonics, syllabication, and word analysis skills.

☐ Provide sufficient and appropriate practice in component decoding and word attack skills so they become automatic in reading text.

☐ Provide application to decodable (controlled vocabulary) text, phonics and word recognition skills taught out of context.

☐ Give prompt, explicit corrective feedback on word recognition errors to build awareness of spoken and written language structure.

☐ Talk about and model the purpose of learning phonics; that is, to recognize words fluently and read for meaning.

KNOW

What does a teacher need to know to teach phonics and word identification systematically, and explicitly?

☐ The terminology and concepts of phonics decoding, and word-attack skills (blend, digraph, diphthong, syllable, prefix, etc.).

☐ The most useful elements and principles of the correspondence system — how speech sounds, syllables, and morphemes are represented in print.

☐ The conceptual organization, scope, and sequence of the linguistic units (sounds, rimes, syllables, morphemes; letters and letter combinations) important for word recognition.

☐ How to classify words into those suitable for analysis and those that must be memorized as wholes.

☐ A conceptual framework for comparing the writing system of English with the writing systems of other languages.

☐ A repertoire of activities for constructive, explicit, systematic teaching of word recognition skills.

☐ How and why to select a controlled vocabulary text to practice decoding and word-attack skills.

☐ How to gain access to well-designed resources for assessment and instruction.

518

BEST COPY AVAILABLE

DO

What does a teacher need to be able to do to teach spelling?

☐ Be guided by the child's level of spelling development in designing spelling instruction.

☐ Follow a logical scope and sequence for instruction that is logically connected to the phonics sequence used in teaching reading.

☐ Emphasize sound analysis, sound-symbol correspondence, spelling patterns, and word frequency in designing instruction.

☐ Use deliberate, multisensory (see, write, say) techniques for sight-word memorization.

☐ Employ active, constructive learning activities that require children to think about the relationship between speech and print.

☐ Encourage and provide opportunities to apply spelling skills in writing.

KNOW

What does a teacher have to know to teach spelling?

☐ Stages of spelling development and their manifestations.

☐ The purpose (and limitations) of "inventive" spelling.

☐ A logical scope and sequence for spelling instruction and how spelling differs from phonics in reading.

☐ A repertoire of activities to teach concepts about orthographic units and word spellings.

☐ Strategies for promoting generalization of spelling study to writing, (e.g., personal proofreading checklists, incentives for accuracy, think-alouds, self-correction strategies).

3.

Spelling

accuracy matters in the real world. Children who are taught directly and systematically more readily learn to spell and read words than do children who are taught incidentally or contextually. Spelling is an aspect of word knowledge; knowledge of orthographic patterns enables word recognition and vocabulary development.

519

BEST COPY AVAILABLE

4.

Diagnosis

of Reading Deficiencies and Planning and Delivery of Appropriate Reading Instruction Based on Assessment and Evaluation

are essential components for a comprehensive reading program. Every teacher needs a variety of assessment strategies and tools to inform daily instruction. Assessment should be frequent in the early grades to prevent children from falling behind. Instruction should be planned on the basis of class and individual evaluation.

DO

What does a teacher have to do to diagnose reading deficiencies?

- ☐ Use screening measures for language proficiency, concepts of print, phoneme awareness, and letter recognition.
- ☐ Use checklists and surveys for sound-symbol knowledge, single-word recognition, decoding skills and word-attack skills.
- ☐ Use informal and formal measures of word recognition in context, reading fluency, and oral and silent reading comprehension.
- ☐ Assess phoneme awareness and decoding, passage-reading, spelling, and writing abilities several times during each of the K-3 years.
- ☐ Collate class data and keep records on each child's progress in specific areas.
- ☐ Use diagnostic data to plan instruction intentionally for children, using flexible skill-level groupings as necessary.

KNOW

What does a teacher need to know to diagnose reading deficiencies?

- ☐ The skills that are critical to assess at a given grade level.
- ☐ How to administer informal and formal tests suitable for a given age range to assess skills in critical components of reading and writing.
- ☐ How to keep data in an organized, workable format that may be easily referenced for planning instruction.
- ☐ How to interpret data for designing instruction in early reading, spelling, and writing.

520

BEST COPY AVAILABLE

DO

What should teachers do that shows understanding of research on how children learn to read and how proficient readers read?

☐ Model and discuss with children how learning to read differs from reading proficiently; convey to children that practice is necessary to become proficient.

☐ Group children for instruction according to similarity of instructional need in reading-related skills or teach children individually.

☐ Emphasize the components of reading instruction that are most important to master at the child's stage of reading development in a balanced curriculum that addresses all strands of literacy instruction.

KNOW

What should teachers know about research on how children learn to read and how proficient readers read?

☐ Understand the critical ways in which learning to read and learning to speak are different processes.

☐ Be familiar with research on reading acquisition in bilingual and English Language Learner (ELL) students.

☐ Recognize in children's reading and spelling the stages of reading acquisition, including the pre-alphabetic stage, early and later alphabetic stages, and the orthographic stage.

☐ Understand that fast and accurate print decoding, not contextual guessing, is necessary for learning to read and that phoneme awareness is necessary for reading alphabetic print.

5.

Research

on How Children Learn to Read and on How Proficient Readers Read *needs to be well understood by teachers of reading. Reading acquisition proceeds in stages according to a definable sequence. Beginning readers are not like proficient readers; they must learn to translate print to speech. Phonic decoding and word recognition ability account for 70% of children's success in first grade reading. Verbal comprehension ability is much more related to reading skill after third grade. Eye movement and other experimental studies have shown that good readers process every letter of every word as they read. Good readers can, as necessary, use several word-attack strategies, including phonic analysis, for "unlocking" new vocabulary. Good readers recognize words automatically and fluently so that meaning-making can occur.*

BEST COPY AVAILABLE

6.

The Structure of the English Language

needs to be an essential part of reading instruction. Effective direct, systematic reading instruction recognizes and uses the inherent organizational patterns in spoken and written English. Effective teaching of English as a Second Language is also organized according to language form, function, and use.

DO

What does a teacher do when teaching the structure of language?

- ☐ Organize sound, word, sentence, and text level instruction with an awareness of language structure.
- ☐ Presents narrative, expository, and poetic texts as different genres requiring different skills and strategies in reading and writing.
- ☐ Use daily classroom instruction to reveal the structure of language to English Language Learner (ELL) students (in consultation with other specialists)

KNOW

What does a teacher need to know about the structure of language?

- ☐ Ways in which academic language differs from conversational language.
- ☐ A framework for understanding sentence (syntax) and vocabulary development.
- ☐ Skeletal frameworks for teaching narrative, expository, and poetic text.

522

BEST COPY AVAILABLE

7.

Relationships Between Reading, Writing, and Spelling

Understanding these relationships is important. Word recognition, phoneme awareness, and spelling are all interrelated and predict one another in the early stages of reading development.

DO

What does a teacher do who appreciates the relationships between reading, writing, and spelling?

☐ Teach balanced lessons that include alternation planned interaction between phoneme awareness and reading, writing, and spelling activities.

KNOW

What does a teacher need to know about the relationships between reading, writing, and spelling?

☐ Beginning reading and spelling are mediated by phoneme awareness.

☐ Poorly developed spelling knowledge inhibits writing and word recognition.

☐ Spelling phonetically can stimulate phoneme awareness if it is not already developed.

☐ The quality and accuracy of spelling knowledge predicts reading acquisition between grades K-2.

☐ Oral language experiences and extensive reading enhance and reinforce the writing processes of prewriting, writing, and revising.

BEST COPY AVAILABLE

8.

Improving Reading Comprehension

A comprehensive reading program needs to focus on comprehension, conceptual knowledge, and higher-order reasoning, which can be stimulated through direct teaching, involving children in guided discussions, and working daily with the language of written text.

DO

What does a teacher do who teaches reading comprehension?

- ☐ Select words and methods of instruction that take into account students' background knowledge, interests, and language proficiency.
- ☐ Use a variety of activities for word study both in and out of context.
- ☐ Read to students from material that is more difficult and complex than the material they can read independently.
- ☐ Facilitate literal comprehension; for example, by reading phrases, interpreting multiple meanings, and interpreting figurative language.
- ☐ Teach the meaning of sentences, the structure of sentences, and the way in which links between sentences work.
- ☐ Teach strategies for understanding, retelling, and summarizing narrative, expository, and poetic text.
- ☐ Teach strategies for thinking beyond the text, such as prediction, mental imagery, and connection to prior experience.
- ☐ Encourage direct monitoring of comprehension: recognizing what one does not understand and asking questions to clarify meaning.
- ☐ Discuss and model purposes of reading (enjoyment, information search, learning about the world, etc.).

KNOW

What does a teacher need to know to teach reading comprehension?

- ☐ A conceptual framework for judging how to select words for study.
- ☐ Varieties of word relationships (antonym, synonym, association, etc.) and dimensions of word meanings (properties, categorical connections, examples).
- ☐ A repertoire of activities for facilitating repeated use of new words in listening, speaking, reading, and writing.
- ☐ A framework for understanding the components of comprehension and conditions that foster it.
- ☐ A repertoire of questioning strategies.
- ☐ A repertoire of interactive, constructive techniques to foster comprehension before, during, and after reading.
- ☐ An understanding and recognition of the structures of narrative, expository, and poetic text.
- ☐ A repertoire of activities that foster connections between reading and writing.

524

BEST COPY AVAILABLE

9.

Student Independent Reading of Good Books

Is the most important activity for learning to read. Print exposure is the vehicle for acquiring an extensive vocabulary. The amount of reading children do predicts the growth of reading comprehension across the elementary years.

DO

What does a teacher do to promote the independent reading of good books?

- ☐ Make available to every child a wide selection of reading material, fiction and nonfiction, organized by level of difficulty.
- ☐ Read aloud often to children from quality material to generate interest in reading.
- ☐ Send "take-home" reading material frequently and encourage home monitoring of independent reading.
- ☐ Keep records with children of pages, chapters, stories, and books read; use charts and incentives to motivate children to read.
- ☐ Promote shared reading, alternate oral reading, and repeated readings.

KNOW

What does a teacher need to know to promote independent reading?

- ☐ A system for "leveling" reading material in the classroom and school.
- ☐ Operational definitions for independent, instructional, and frustration reading levels.
- ☐ Guides for selection of classic and current children's literature.
- ☐ Record-keeping systems and motivational strategies.

BEST COPY AVAILABLE

GLOSSARY

This Glossary is based on three source documents, *Every Child A Reader*, *Teaching Reading*, and *Building a Powerful Reading Program: From Research to Practice* (see references on page 48). The blueprint addresses English Language Learners (ELL) on pages 9, 25, 27, and 28; however, teachers of ELL students are encouraged to seek language-specific sources for additional information. Some languages, like Spanish, use similar if not parallel strategies for teaching reading.

1. Phonemic Awareness

Phonemic awareness is the understanding that spoken words and syllables are themselves made up of sequences of elementary speech sounds. This understanding is essential for learning to read an alphabetic language because it is these elementary sounds or phonemes that letters represent. Without phonemic awareness, phonics can make no sense, and the spelling of words can be learned only by rote.

In the early stages of its development, phonemic awareness does not involve written letters or words and is, therefore, not synonymous with phonics. In later stages, however, work on phonemic awareness and phonics appears to be mutually reinforcing.

Teaching Reading, p. 4

2. Systematic Explicit Phonics

[Systematic, explicit phonics] refers to an organized program where letter-sound correspondences for letters and letter clusters are directly taught; blended; practiced in words, word lists, and word families; and practiced initially in text with a high percentage of decodable words linked to the phonics lesson. Teachers should provide prompt and explicit feedback.

In reading for meaning, skillful readers move their eyes through text left to right, line by line, and word by word. With the exception of short function words, such as *a*, *on*, *of*, and *any*, they almost never skip or guess. Instead, they fixate on very nearly each and every word of text. Further, during the fraction of a second that they do so, they take in — and must take in — all of its letters, translating them to speech sounds on their way to evoking the word's meaning.

The role of effective phonics instruction is to help children understand, apply, and learn the alphabetic principle and conventions of written language. Phonics instruction is not about rote drill involving a comprehensive list of spelling-sound correspondences and phonics rules. The most effective phonics instruction is explicit — that is, taking care to clarify key points and principles to students. In addition, it is systematic — that is, it gradually builds from basic elements to more subtle and complex patterns.

Teaching Reading, p. 6

Initial phonics instruction is best conducted with a relatively small set of consonants and short vowels. These spelling-sound relationships should be developed progressively. By using this limited set of letters to build as many familiar words as possible, students can be convinced of the utility of phonics and shown that every letter matters. *Teaching Reading, p. 7*

When children are able to decode automatically, they can concentrate on the meaning of text.

Building a Powerful Reading Program, p. 11

3. Spelling

[An organized approach to spelling instruction consists of] moving pattern by pattern from basics through consonant blends, long vowel spellings, inflections, and so on.

The primary goal [of spelling] is to instill the larger logic and regularities of the system and its conventions.

[The main purpose] of spelling instruction, as with phonics, is to alert the children to patterns, to how words are put together, and to conventions and correctness. Spelling lists and quizzes should be purposeful and support and reinforce reading and writing instruction. Extensive reading and writing, including opportunities to edit for final publication, for real purposes and audiences, play an indispensable role in mastering spelling *Teaching Reading, pp. 8, 9*

4. Diagnostic Tools

In kindergarten, first, and second grades, the focus of assessment should be on individual diagnosis rather than on group standardized achievement tests. These diagnostic tools should be curriculum-based measures that include teacher observations and judgments as well as more formal measures of word recognition and reading comprehension. At this level, testing is concerned less with comparison and more with providing accurate diagnostic information to teachers and parents about each individual child's reading progress.

The needs for diagnostic information are varied, and teachers should have a broad repertoire of instruments to meet these needs. Every kindergarten student needs to be screened for phonemic awareness with a quick and informal instrument. First graders need to be evaluated through a more systematic process of determining early reading progress. Each subsequent grade will require the use of different instruments that match instructional needs.

Every Child a Reader, p. 5

5. Research on How Children Learn to Read and on How Proficient Readers Read

Research has identified phonemic awareness as the most potent predictor of success in learning to read. It is more highly related to reading than tests of general intelligence, reading readiness, and listening comprehension. The lack of phonemic awareness is the most powerful determinant of the likelihood of failure to learn to read because of its importance in learning the English alphabetic system or how print represents spoken words. If children cannot hear and manipulate the sounds in spoken words, they have an extremely difficult time learning how to map those sounds to letters and letter patterns — the essence of decoding.

It is the most important core and causal factor separating normal and disabled readers. It is central in learning to read and spell.

The factors that contribute directly to reading ability are:

- letter knowledge
- linguistic awareness of words, syllables, and phonemes
- knowledge about print

Three areas of phonological processing difficulty predispose children to reading disabilities:

- a lack of phonemic awareness
- difficulty with lexical access, or the ability to rapidly name pictures, colors, and objects
- deficits in phonological memory, which is the ability to hold lexical units in memory and then to operate on those units (e.g., repeat a string of numbers, or follow a set of oral directions)

Building a Powerful Reading Program, pp. 3, 5

6. Structure of the English Language

In the interest of developing students' reading comprehension, the students should be given many opportunities for open discussion of both the highlights and difficulties of text. Because the grammatical structures of written text are more varied and complex than those of casual, oral language, regular exploration and explicit instruction on formal syntax are also warranted. Research shows, too, that children's reflective control of text can be improved through direct instruction in comprehension strategies. These sorts of discussions and activities should be conducted throughout a range of literary genres, both fiction and nonfiction. Beginning in kindergarten, they should be a regular part of the language arts curriculum throughout the children's school years.

Teaching Reading pp. 10-11

7. Relationships Between Reading, Writing, and Spelling

Although a formal spelling program need not begin until late first grade, schools should encourage and accept invented spelling as soon as children begin to write spontaneously. Inventive spelling is a diagnostic tool that provides a window on children's developing knowledge of speech sounds and orthography and frees children to experiment with print. Research has shown that writing can precede and support reading. Students should be given regular opportunities to express themselves on paper.

Direct spelling instruction is also necessary. Recent research has shown that children progress faster in both spelling and reading if they are taught how to analyze speech sounds in words and taught how to spell them by using sound/symbol correspondence. Moreoever, research indicates that the process of copying new words strengthens students' memory for those words and does so rather enduringly.

Building a Powerful Reading Program, p. 11

8. Vocabulary Development

Written language places far greater demands on people's vocabulary knowledge than does casual spoken language.

First, children need to be encouraged to attend to the meanings of new words they encounter in text. Second, the ability to understand and remember the meanings of new words depends quite strongly on how well developed one's vocabulary is already.

Vocabulary instruction is shown to be most effective when explicit information about the word's definitions is complemented by attention to their usage and shades of meaning across contexts.

It is useful to organize vocabulary studies structurally, in terms of roots and affixes, or topical (e.g. science transportation, weather, or math words).

Teaching Reading, pp. 9, 10

9. Comprehension and Higher-Order Thinking

The single most valuable activity for developing children's comprehension is reading itself. The amount of reading that children do is shown to predict the growth in reading comprehension…It predicts the quantity as well as the language, vocabulary, and structure of students' writing.

Through reading, students encounter new words, new language, and new facts. Beyond that, however, they encounter thought and modes of thinking that might never arise in their face-to-face world. In the interest of their own greatest potential and fulfillment, all students should be encouraged to read as frequently, broadly, and thoughtfully as possible.

Teaching Reading, pp. 10, 11

10. Appropriate Instructional Materials

The instructional value of any given text depends jointly on the developmental level of the students and the mode [read-aloud, instructional reading, and independent reading] in which the text is to be read.

A book is said to be at a child's independent level if 95-100 percent of the words can be read correctly. Instructional level books can be read with a 90-94 percent level of accuracy. Frustration level reading involves text read by a child at the 89 percent accuracy level or below. Regardless of how well a child already reads, high error rates are negatively correlated with growth; low error rates are positively linked with growth.

All students in every grade should be required to read every day outside of school.

Teaching Reading, pp. 12, 13

The best instruction provides a strong relationship between what the children learn in phonics and the stories they read. These selections need enough high-frequency words so that the texts sound natural.

Reading predictable texts to children may help them develop syntactic awareness, semantic knowledge and vocabulary; however, predictable texts do not support children's growing understanding of the alphabetic principles of English.

The best practice combines immersing children in rich language by reading to them and providing access to a variety of texts, while explicitly and systematically teaching them the sounds and their symbols and connecting these to decodable texts.

Building a Powerful Reading Program, p. 11

All schools [will be able] to select texts from the new adoption and have a supply of books for independent reading at various levels, including decodable texts for beginners.

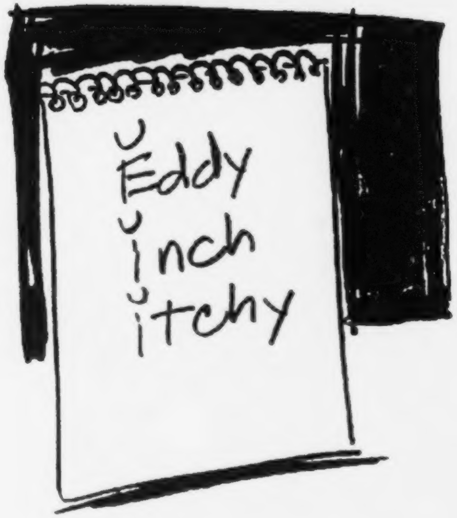
The supply [of books] should be sufficient to allow beginning readers access to decodable books to take home, as well as to provide all children with "beneath-frustration level" books...[and] "connected text" books...to allow beginning readers to practice in a systematic way the sounds and symbols they are learning. *Building a Powerful Reading Program, p. 18*

Source Documents for Glossary:

Every Child a Reader
The Report of the California Reading Task Force
Published by: California Department of Education,
Sacramento, CA, 1995

Teaching Reading
A Balanced, Comprehensive Approach to Teaching
Reading in Prekindergarten Through Grade Three
Reading Program Advisory —
State Superintendent of Public Instruction
California State Board of Education and
California Commission on Teacher
Credentialing
Published by: California Department of Education,
Sacramento, CA, 1996

Building a Powerful Reading Program: From Research to Practice
A discussion sponsored by:
The California Education Policy Seminar
and
The California State University Institute
for Education Reform
February, 1996
Additional copies available from:
The CSU Institute for Education Reform



Appendix H – WRITTEN STATEMENT OF MS. NANCY THOMPSON

President Clinton's America Reads Challenge Act of 1997
Testimony for the Record

Submitted: Sept. 3, 1997

My name is Nancy Thompson. I have been an administrator/tutor for over ten years in a successful volunteer mentoring program matching suburban volunteers with inner-city children. I can attest to the fact that an educational support system which includes volunteers is incredibly effective in bringing youngsters up to par with that most basic of skills… reading!

I have also served as an advisory board member for Protestant Community Centers, Inc.(PCCI). PCCI is an affiliate of Community Agencies Corp, (CAC) the organization that created S.C.E.E.P., (Suburban Cultural Educational Enrichment Program), the largest one-to-one mentoring program in the state of New Jersey. I can tell you that most children can come up to speed and improve reading comprehension with the help of parents, a teacher and, if they are very lucky, from a dedicated tutor. S.C.E.E.P. students are enrolled for three years and, if possible, are paired with the same tutor each year.

S.C.E.E.P. has been in the business of tutoring the children of Newark for over thirty years. We have learned through the years that although parents and teachers are in the front line of learning for a child, it is often the volunteer tutor upon whom the child depends to help break through the literacy barrier. Simply the fact that the child has an additional and personal advocate other than from among faculty, family and friends, can often generate the self-confidence that will enable her to read successfully and consequently to become a more successful student.

SCEEP is well aware of the need for parental involvement in order for the program to be successful. Indeed, this may result in a form of parent training, perhaps the only guidance in this area they will ever receive. We need commitment from a parent and a recommendation from a teacher in order to pair a child with a mentor. The teacher's evaluation is funneled to the tutor and there is often consultation between tutor and teacher.

America's teachers are professional and well trained, but no one individual, no matter how much special training he or she may have, can do it all for the child. In Newark there are many obstacles children face in just getting themselves to school every day. Just having a mentor to hear about the daily challenges and successes can lighten their load. No matter how strong the classroom environment is, supplemental programs can only help, especially when they are one to one in design. Individualized, focused attention is something few classroom teacher can execute consistently with every child in her class.

It's clear that the Government alone isn't going to be able to solve the educational and social problems of the inner city. It will take the sustained effort of people like me who will work toward creating a better life for a child, even if we have to do it one child at a time.

The surprise bonus from the relationship between volunteer tutor and the child being tutored is that BOTH lives are enriched and are never quite the same again. That a volunteer often receives as much or more benefit from a one to one relationship has become very clear to me over the last ten years. A young man from an extremely affluent community became one of my S.C.E.E.P. tutors. There were times when I feared that knowing some of the more harsh realities of our inner-city children's lives were too overwhelming for Jonathan. I would watch as his eyes would reflect incredulity when our SCEEP children talked about fathers who were in jail, or of how someone's teenaged sister or cousin was having a baby and I wondered what impact this information would have on him. Jonathan and his family moved to Boston shortly after his tutoring stint. I didn't expect to hear from Jonathan again, but I did. Several years later he called me out of the blue. He asked me if I remembered him and I assured him that I most certainly did. He was calling me to ask for a letter of recommendation because he was joining the Peace Corps. He told me of the profound and positive impact the tutoring experience had had on his life. He said it made him appreciate the life of relative privilege he lived and that he wanted to give something back now that he had graduated from college.

Lizzie wasn't a glamour girl. In fact, when she came to tutor in my S.C.E.E.P. program, she hardly spoke a word. She was extremely shy and very quiet. As a matter of luck, she wound up tutoring Tamika, an extremely bright and charming third grader. As Lizzie went through tenth eleventh and twelfth grades, she tutored Tamika through third, fourth and fifth grades. When Lizzie went off to college, she kept in touch with Tamika, and Lizzie's parents also kept in telephone contact with Tamika. They often brought Tamika and her sister to their own community for a weekend of movies and bowling. Tamika is now in the eleventh grade and is doing extremely well. Lizzie has graduated from college and worked for a year with a program in the mid-west as a volunteer in an inner-city. She is now a confident young woman preparing for Law School and she and Tamika are still the best of friends.

Tyrone was one of my very first S.C.E.E.P. students. My program runs on Saturday mornings, consequently the dynamics of attendance are completely different from those of the after-school S.C.E.E.P. programs. My students and tutors have to get up early on a weekend morning when almost everybody else is sleeping late. This usually assures me of getting the most motivated of students...they really have to want to be there! One Saturday we had to dismiss the program an hour earlier than usual. Most of the S.C.E.E.P. students were disappointed, but Tyrone was absolutely devastated. "Please Mrs. Thompson," he said "I don't go home till twelve o'clock. It's only eleven o'clock." I explained to Tyrone that our meeting place had a conflict and that it was a special exception, but we'd have to disband one hour earlier than usual. "Please Mrs. Thompson," he repeated, "please let me stay. I'll just sit here quietly. I won't bother anyone. Please let me stay till twelve o'clock." Tyrone's reaction is an example of what a safe haven our volunteer program provides for the youngsters it serves. Tyrone spent his three years with us and often comes to program now that he is in out of high school to help with special events days.

Our S.C.E.E.P. student, Tangela, came to program faithfully each week, and each week her worn and untidy clothing got worse. As volunteers, most of us do not think it is appropriate to pry into the children's lives. So as the weeks went on, although we were all concerned, we waited for Tangela to tell us if she had a problem. She eventually confided to her tutor that her mother had not been coming home nights and that she often had to stay at a friend's house until midnight or later because she was locked out of her apartment. We directed the problem to the school's social worker and Tangela's life got sorted out. It is my opinion that she told the one adult advocate she had rather than a teacher or a school nurse, who serves

BEST COPY AVAILABLE

all the children at her school, because of the unique bond that forms between volunteer and mentor.

Seventy nine per cent of the S.C.E.E.P. students who attend all three years of program go from grades of C's and D's to the honor roll. This program has been going on for over thirty years. Our one to one mentoring program serves more than 500 children of Newark each week and is a proven, effective means by which improvements in the basic skills and growth of a child can be achieved. Many adults have a need to give and this need is easily addressed by their making a difference in the life of a child.

In order for any program to be effective, however, there is a need for financial support. We presently have three colleges* and fifty work study students in the work study ready to serve as reading assistants and tutors to children grades K-3 in public schools and community after –school programs in fall of 1997. This has been made possible through a partnership of assertive and creative professionals who want children in our city to benefit form the new America Reads initiative. Program design, tutor recruitment, training, supervision and administration has been volunteered by three community agencies and three universities. (Partners: Community Agencies Corp of NJ, Protestant Community Centers, Inc., and Newark Literacy Campaign; with Rutgers University, Newark, New Jersey Institute of Technology, and Bloomfield College. A broader partnership, of 30 public and private agencies are also working to expand this initial effort).

If programs like this one can be duplicated across the nation, many of the social and educational needs of our inner-city children can be met. At the same time social bridges are being built between the communities of the children and their mentors

The bond that often develops between the haves and the have-nots in this situation can only breed tolerance and understanding of one another's lot in life...In the S.C.E.E.P. game, EVERYBODY WINS!

Protestant Community Centers, Inc., was founded in Spring of 1964, members of Old First Church and South Park Calvary Church formed a committee to implement a summer program for children and youth in Newark. The program opened its doors in one of the poorest, most neglected areas in the city of Newark. Our mission, to provide education, literacy training, recreation, wellness activities, and housing assistance; to at-risk children and disadvantaged community residents.

In Addition to the SCEEP program , PCCI offers a full rang of afterschool and summer programs at the Center for Children; PCCI runs the oldest Reading is Fundamental program in NJ 4,000 children and projects.

PCCI is and affiliate of CAC of NJ. Created in 1986, CAC through its four non-profit organizations, CAC clearly focuses on the needs of Newark with a wide array of program and services. CAC cares about children...about families... about volunteers. CAC agencies include Protestant Community Centers, Inc., Cross Counter, Inc., Friendly Fuld Neighborhood House, and Student Partner Alliance.

BEST COPY AVAILABLE

Appendix I – MATERIALS SUBMITTED BY THE HONORABLE BOBBY SCOTT

Daily Press
June 14, 1996
Local C

More NN students reading above level

Kids' test scores improve over '94-'95

By Mark Di Vincenzo
Daily Press

NEWPORT NEWS

More elementary and middle school students in Newport News are reading at or above their grade levels compared to last year, according to test scores released this week.

When grouped together, students in grades three, four, five, six and eight did better this year than students in those grades last year, while second- and seventh-graders did worse. School officials note that scores have improved at all grade levels since 1992, when the Degrees of Reading Power test was given to elementary and middle school students in Newport News.

"You have to look at the data over the long haul," said Susan Purser, assistant superintendent for quality improvement and community services. "...We're moving in the right direction."

State and local officials say the test effectively evaluates reading comprehension, and they rely on it to gauge reading competency. But they know of no other school district in Virginia that requires students in grades two through eight to take it. State officials require only that sixth-graders take the test as part of the more comprehensive Literacy Passport Test.

The state doesn't require schools to give the test to more students because it can't afford to buy test booklets and pay to process the results for all students. Newport News spends about $15,000 per year to administer the test.

Purser said Newport News Public Schools stresses reading, especially at the elementary school level, and school officials give the test because they want to know how well students are reading.

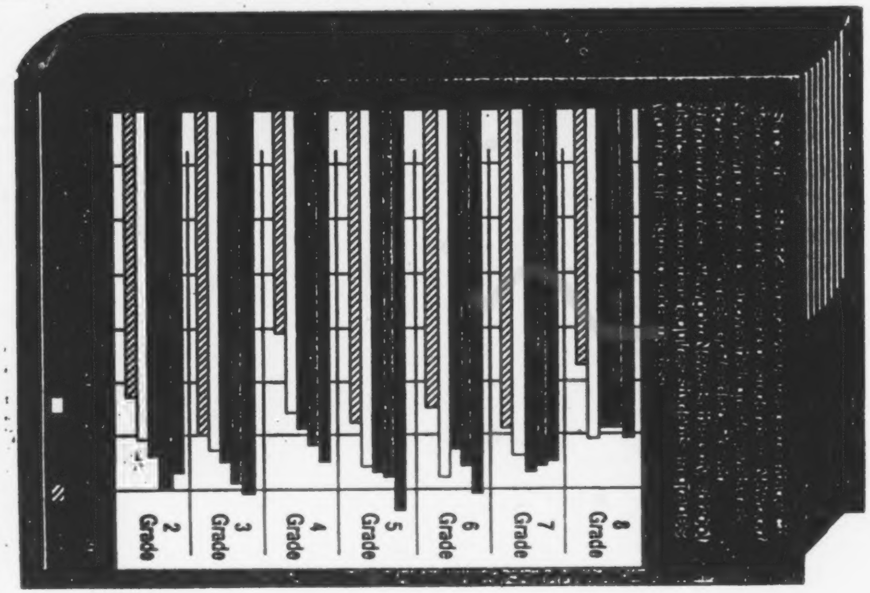
Last year, officials said they were especially pleased with the test scores of second-graders, 70 percent of whom read at or above their grade level. This year, that dipped to 67 percent.

Purser said she can't now explain that decrease or any of the increases, for that matter.

"The data provides questions, not answers," she said.

Newport News principals and school officials hope to get some answers next week, when they meet to pore over data from the Degrees of Reading Power and other standardized test results from the 1995-96 school year. In past years, principals have shared ideas with each other at summer

Please see Reading/C2



Reading

Continued from C1

brainstorming sessions, then begin implementing them in the fall.

"The people at Hidenwood, for example, might want to find out what people at Briarfield are doing that has been successful," Purser said.

Although school officials generally are pleased with "the pattern of improvement" on the test since it was first given in Newport News in 1992, she said, "We see areas where we need to have conversations with some schools."

Second-graders at nine school — Dutrow, Epes, Hidenwood Hilton, Nelson, Palmer, Riverside Sedgefield and Watkins; third graders at five schools — B.C Charles, Hilton, Jenkins, Nelson and Watkins, and fourth-graders at Watkins — did worse on the tes this year than in 1992.

BEST COPY AVAILABLE

Daily Press
May 31, 1997
Local C

NN school captures top award

By Mark Di Vincenzo
Daily Press

NEWPORT NEWS

McIntosh Elementary School this week learned it has been recognized as a U.S. Department of Education Blue Ribbon School, one of the most prestigious national awards a school can receive.

"There is no other total school award in the nation, to my knowledge, that has anything close to the total rigor of Blue Ribbon," said Stephen O'Brien, the award's national coordinator.

McIntosh, in the Denbigh section of Newport News, is one of six Virginia schools and 262 schools nationwide to win the award this year. The only other 1997 Blue Ribbon winner in Hampton Roads is Kingston Elementary School in Virginia Beach.

■ Past local winners, C2.

McIntosh is the 15th Peninsula school — and the ninth public school in Newport News — to receive the recognition since it was first given in 1983.

"It's wonderful," said McIntosh Principal Mary Ann Hutchinson, whose staff adorned the school in blue ribbons Friday.

For McIntosh, the quest to become a Blue Ribbon School began in September, when its teachers and administrators began preparing a 40-page application, which they submitted in October. In November, a team of state Department of Education officials toured the school and informed school officials that McIntosh would be nominated for the national award. They also said that an evaluator, who turned out to be the principal of a South Carolina elementary school that received Blue Ribbon recognition in 1994, would visit the school for two days in the spring.

In April, Jacqulyn Brown, the principal, came to observe classes and interview everyone from students and teachers to janitors and cafeteria workers.

Brown was not allowed to give her impressions of McIntosh to anyone there, and she still hasn't.

"I thought they deserved the recognition, but when I was there, I couldn't tell them that," she said. "The thing that really impressed me about McIntosh is they have challenging demographics, but they don't look at that as a problem."

Hutchinson said her students — 78 percent of whom are eligible for free or reduced-price lunches — do well on standardized tests, breaking the stereotype that most poor children are

1997 VA. WINNERS

- ■ McIntosh Elementary, Newport News
- ■ Kingston Elementary, Virginia Beach
- ■ Northampton Middle, Northampton County
- ■ Baker Elementary, Henrico County
- ■ Beaver Dam Elementary, Hanover County
- ■ Riner Elementary, Montgomery County

PAST LOCAL WINNERS

- ■ 1996: Gildersleeve Middle School and Hampton Roads Academy, both in Newport News.
- ■ 1994: Poquoson Primary School.
- ■ 1993: Hines Middle School, Newport News.
- ■ 1992: Rawls-Byrd Elementary School, James City County.
- ■ 1991: Syms Middle School, Hampton.
- ■ 1988: Poquoson Elementary School.
- ■ 1987: Hines Middle School and Denbigh High School, both in Newport News.
- ■ 1986: Dutrow Elementary School, Newport News.
- ■ 1985: Hampton High School and Huntington Middle School, Newport News.
- ■ 1984: Dunbar-Erwin Elementary School and Menchville High School, both in Newport News.

■ Ribbon

Continued from C1

destined to fail in school.

This school year, for example, 91 percent of McIntosh's fifth-graders and 94 percent of its fourth-graders can read at or above their grade level — about 20 percent higher than school division averages.

She said the school occasionally uses grant money and solicits donations to provide students with things they need.

"We buy them shoes," she said. "We buy them glasses. We minister to the whole child. Not in a religious sense. We educate the whole child."

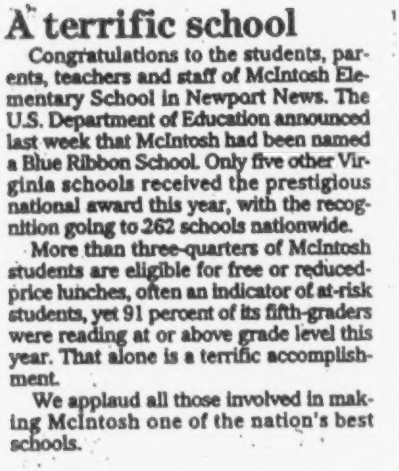
Hutchinson also noted that McIntosh is the first school in the city to conduct an annual math and science technology fair, that its students write and publish books and run a TV studio and that the school has an annual "Invention Convention," where students display their inventions.

"I knew the children worked hard enough that we deserved it," Hutchinson said.

"We know we're making a difference with kids. We know kids are achieving. We know kids are going to middle school and doing very well."

BEST COPY AVAILABLE

Daily Press
June 7, 1997
Page A10



A terrific school

Congratulations to the students, parents, teachers and staff of McIntosh Elementary School in Newport News. The U.S. Department of Education announced last week that McIntosh had been named a Blue Ribbon School. Only five other Virginia schools received the prestigious national award this year, with the recognition going to 262 schools nationwide.

More than three-quarters of McIntosh students are eligible for free or reduced-price lunches, often an indicator of at-risk students, yet 91 percent of its fifth-graders were reading at or above grade level this year. That alone is a terrific accomplishment.

We applaud all those involved in making McIntosh one of the nation's best schools.

BEST COPY AVAILABLE

DAILY PRESS
LOCAL
1/20/97

At Marshall, reading is fundamental

School is only one in Va. given International honor

By Mark Di Vincenzo
Daily Press

NEWPORT NEWS

On a typical day, it takes Sheila Pugh-Scott's second-grade class at Marshall Elementary School 10 to 15 minutes to take their morning bathroom break. She doesn't like to waste the time, so her students take their books into the hallway with them and sit on the floor and read while they wait their turn.

"The hardest part is pulling them away from the books," Pugh-Scott said earlier this week as she watched over her class in the hallway. "At one time, we had children taking books into the stalls with them, and I had to put an end to that. They were spending way too much time in the bathroom."

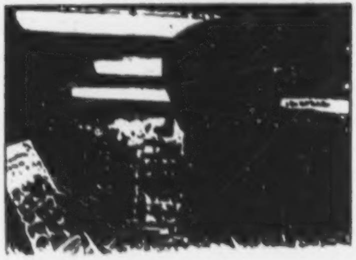
Those words put a smile on the face of Marshall's principal, Alicia A. Spencer, who recently learned the school won a national reading award.

■ Marshall Elementary School will be recognized at the Virginia State Reading Conference on March 1 and at the International Reading Association Conference May 4-9.

Marshall is the only school in Virginia this year to win the International Reading Association's Exemplary Reading Program Award. (Nelson Elementary School, also in Newport News, was one of three Virginia finalists that didn't win.) Not all winners have yet been named, but the reading association expects that about 25 schools nationwide will receive an award this year.

"The school is wonderful," said Carmelita Williams, a Norfolk State University education professor who visited Marshall

Please see Reading/B2



BEST COPY AVAILABLE

■ Reading

Continued from B1

as a representative of the Delaware-based reading association, a 93,000-member group that promotes literacy. "I couldn't get over how focused the children were on reading."

The association's award is meant to recognize schools that have found innovative ways to improve reading schools.

At Marshall, a school for kindergartners and first- and second-graders, 65 percent of the second-graders read at or above their grade level during the 1995-96 school year, compared with 62 percent during the 1994-95 school year and 35 percent during the 1993-94 school year.

The kindergartners and first-graders do not take standardized reading tests. But Spencer, the school's principal, noted that 18 percent of Marshall's kindergarten students read at the first-grade level during the 1995-96 school year, compared with 9 percent during the 1994-95 school year.

At Marshall, where most students are considered academically at-risk, teachers use a series of programs — more than most schools — that they say make children better readers. The programs include Reading Recovery, a district-wide, one-on-one tutoring program for academically at-risk first-graders; Book Buddies, in which second-graders read to first-graders and kindergartners; Project Bricks and Tutors for Success, after-school tutoring programs; and the Reading-Writing Workshop, which helps students figure out which books are appropriate for them and teaches them to write about the books.

As at other schools in the district, Marshall's students and teachers set aside time each day to read silently. Kindergarten students start the school year reading silently for 10 minutes a day and increase to 15 minutes, while first-graders typically go from 15 minutes to 30 minutes, and second-graders from 15 minutes to 45 minutes.

Unlike some schools in Newport News — where principals complain about not having enough books — Marshall has plenty, Spencer said.

Teachers there make a point of hunting for books at garage sales and thrift stores.

Jana Green, a first-grade teacher at Marshall, has in her room what can be described as a miniature library — about 1,500 books, which came from such diverse sources as local thrift stores and an Indiana church, where relatives of hers solicited contributions from fellow parishioners. The books are in large Tupperware containers marked "Math" or "Science" or "Biography" or "Fairy Tales" or "Plants" or "Poetry" or "Animals" and so on.

On a recent morning, Gr[illegible] behind a tiny table and re[illegible] handful of her students [illegible] dozen others read on their own. About half of those stu[illegible] grabbed stuffed animals a[illegible]d to them.

Six-year-old Thomas T[illegible]son's audience was a brown b[illegible] — "I like to call Jessie," h[illegible] Thomas read aloud "Jaso[illegible] Ride," a book about a dog [illegible] Jason who was blocking [illegible] path, then decided, after [illegible] prodding, to get on the bus [illegible] owner.

Thomas, who sped throu[illegible] book, said he reads "abo[illegible] books a day.

Nearby, 6-year-old [illegible] Carter, kneeling on pillow[illegible] up in one corner of the clas[illegible], read the first page of "Th[illegible]pleted Hickory Dickory Dock" to a visitor, then had trouble with the book — a "papa bear" book.

At Marshall, a book that is too hard for students is called a papa bear; a book that students can read quickly and without mistakes is a mama bear; and a book in which students can't read only a couple of words per page is a "just right" book.

"I like nursery rhyme books, but I can't really read this one," Adrian said of "The Completed Hickory Dickory Dock."

"But I will someday."

BEST COPY AVAILABLE

Daily Press
April 29, 1996 Local

Magruder recognized for improved reading scores

Daily Press Staff

NEWPORT NEWS

Magruder Primary School in Newport News is one of two in Virginia to be selected as a U.S. Department of Education Title I Distinguished School.

Magruder's reading scores have jumped from 1 percent of second-graders reading at or above their grade level in 1992 to 80 percent last year. Magruder placed last in reading achievement in 1992 and fifth three years later.

The results of the Iowa Test of Basic Skills show that first-grade reading comprehension mean scores have risen from the 41st percentile in the spring of 1992 to the 75th percentile in the spring of 1995. Second-grade reading comprehension scores also showed improvement.

In addition, parental involvement was increased after a home-school coordinator was hired.

Business partners sponsor various activities such as a home reading program, special assemblies and other parental activities. They also provide incentives to the staff for recognition of perfect attendance and other special occasions.

School representatives will receive a certificate of merit at the 1996 International Reading Association Conference in New Orleans April 30.

The Title I Distinguished Schools recognition program identifies schools that provide:

- An opportunity for all children to meet proficient and advanced levels of performance;
- Professional development;
- Coordination with other programs;
- Partnership among schools, parents and communities;
- Three years of successful achievement data.

A site visit by state education officials is required to verify the accuracy of the school's claims of success.

The school's demographics show many students at risk of school failure. Eighty-four percent of its students receive free or reduced price lunches; 69 percent live in a single-family household.

Magruder was selected in 1992 as the school division's first school to receive Title I funding, a move that school officials say was the turning point for the school.

BEST COPY AVAILABLE

Closing the learning gap

Reading scores improve in Newport News schools

By Leslie Postal
Daily Press

NEWPORT NEWS

More Newport News school children have mastered their ABCs this year and can read what they should, particularly the city's poor and black students. Although these students still lag behind their wealthier and white classmates, they have narrowed the achievement gap.

Reading test scores are up in most of the elementary and middle school grades. Across the city about 63 percent of the these students now read at or above grade level, compared with about 53 percent two years ago.

"Overall, I'm pleased," said Superintendent Eric J. Smith.

The scores are up on the Degrees of Reading Power test, a national exam given annually to Newport News public school students in second through eighth grades. The state administers the sixth-grade version of the exam as part of its Literacy Passport Test.

Newport News' goal is to eventually have 90 percent of its fourth-graders reading at grade level. Only two of its schools, Dutrow Elementary and Hilton Elementary, are close to that target this year.

Most significant in this year's scores, Smith said, is the progress of the school system's poor and black students.

In the past, test scores for these students lagged behind those of their wealthier and white classmates by as much as 35 percentage points. The school system has been criticized for this gap in academic performance, and Smith has made ending this "intolerable" disparity a priority of his administration.

This year's test data show the gap is closing in all but the eighth grade. Eighth-grade scores are up for both races, however.

The 1994 tests show that 53 percent of black

Please see Scores/A6

Donnie Wallace, 7, reads "[illegible]" and answers questions about the story with his class at Briarfield Elementary School this week.
[illegible]/Daily Press

Reading scores

More Newport News elementary and middle school students can read at grade level this year than two years ago. The achievement gap between white and black students decreased at almost every grade level. This is one of the most significant improvements, according to school officials.

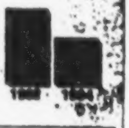
Here is the percent of students reading at or above grade level

2nd grade

All students 1992	All students 1994
53%	64%

Black 1992	Black 1994	White 1992	White 1994
36%	53%	74%	76%

The achievement gap between black and white students narrowed from 38 percentage points in 1992 to 23 points in 1994.



5th grade

All students 1992	All students 1994
58%	67%

Black 1992	Black 1994	White 1992	White 1994
41%	52%	74%	81%

The achievement gap narrowed from 33 percentage points to 29 points.

8th grade

All students 1992	All students 1994
47%	56%

Black 1992	Black 1994	White 1992	White 1994
36%	44%	59%	74%

The achievement gap widened from 23 percentage points to 30 points. However, scores for both races did improve.

Source: Newport News public schools

Michael [illegible]/Daily Press

Scores

Continued from A1

second-graders, for example, can read at or above grade level, compared with just 36 percent two years ago. And 51 percent of the city's disadvantaged students are reading at that level, compared with 34 percent two years ago.

The city defines disadvantaged students as those who qualify for the federal free or reduced-price lunch program. About 38 percent of the city's students are classified as disadvantaged.

Newport News officials said they are pleased the gap has narrowed without bringing down the scores of students who previously did well. Scores for white students and middle- and upper-class students — at about 74 percent two years ago — also are up this year.

School officials started giving the reading test to all elementary and middle school students in 1992. The reason was simple, said Assistant Superintendent Susan Porter. Giving the test and then breaking down the data by race and economic background helps them learn how different students are faring in the city's schools.

"Just looking at the big picture," she said, "sometimes you miss what is not working."

Newport News, she said, is one [illegible] to do that. Both Hampton and Williamsburg-James City County schools, for example, said they do not have comparable test data because they do not widely administer the test or analyze their data the same way.

Newport News test scores went up for black and disadvantaged students, officials said, in part because of progress made at several schools that have been the most troubled in the city — Briarfield Elementary, Dunbar-Erwin Elementary, Huntington Middle and Magruder Primary. The test scores at all four schools showed improvement.

All four schools have large populations of poor students who are considered at risk of failing. These students, many of whom are low-income and live with single mothers, usually begin school already behind because they often do not have the learning experiences — like reading books and traveling — common to middle-class children, officials said. They rarely catch up.

Smith said schools that improved their reading scores did so by implementing new academic programs and deciding to focus on the basics. He said those efforts will be duplicated in other schools. Reading Recovery, for example, is an intensive one-on-one program for struggling first-graders that has helped students at Magruder. It will be available in all the city's elementary schools next year.

benchmark of elementary student progress, officials said. But they also cautioned against making too much of one-year jumps or declines at individual schools. At five city schools, scores did fall significantly this year in at least one grade.

"Data does not give answers," Porter said. "It gives us questions."

The administration, she said, needs to watch for trends and demand changes when schools have a history of falling or stagnant scores.

This spring, for example, Smith declared both Dunbar-Erwin and Huntington schools "in crisis" in part because of a decade of dismal test scores. He has hired new principals to take over in the fall.

Both schools showed improvements this year, though both still lag way behind the city average.

At Huntington, 45 percent of the seventh-graders can read at grade level, up from 37 percent last year, but below the 67 percent city average. At Dunbar, 31 percent of the second-graders read at grade level, up from 19 percent last year, but below the 64 percent seen across the city.

While he was pleased with the improvements, Smith has said both schools needed to do more.

"Is that acceptable to me? Absolutely not," he said at a recent Newport News School Board meeting. "It is not acceptable to me that 70 percent of the students are leaving

Daily Press
June 11, 1994

BEST COPY AVAILABLE

Denbigh Gazette
May 29-June 4 97
Front Page

For Efforts to Tutor Elementary Students

Minister wins Presidential award

By Ron Golden
STAFF WRITER

Reading is fundamental to the success of all students, and those that have difficulty mastering that skill are at risk of failing in school and later on in life.

Harold McKeithen, pastor of Hidenwood Presbyterian Church, decided eight years ago that he wanted to do something to help these at-risk students improve their reading skills. He was instrumental in forming the Hidenwood Elementary School Tutoring Team, the Newport News Tutoring Consortium and the development of volunteer tutoring programs in 20 elementary schools in the city.

The tutoring program he started at Hidenwood was eventually recognized by the Points of Lights Foundation which was established by then President George Bush to recognize volunteer efforts. This year, McKeithen's efforts earned him the President's Service Award Citation from President Bill Clinton after he was selected as a citationist by the Points of Light Foundation from among approximately 3,600 nominations.

Although McKeithen was significantly involved in the development of the tutoring program, as well as actually tutoring students, he believes that the credit really belongs to the other volunteers who are working in the schools. "The true heeroes are the women and men who have been working with children three days a week or two days a week for months," said McKeithen. "This is gratifying to me if it brings this program and its efforts into view. I see myself as simply a figurehead."

Ron Golden
Harold McKeithen tutors Hidenwood Elementary third-grader Jennifer Stark.

McKeithen learned about the reading problem in 1989 from Ollie Vee Lewe, who at the time was the supervisor for special education curriculum services with Newport News Public Schools. She told him about research she had done which indicated that students who were at risk of failing in language arts might be helped significantly if they received special attention from volunteer tutors at frequent

Please see TUTOR, page 2

★Tutor

Continued from page 1

intervals over an extended period of time.

McKeithen and Lewe decided that these at-risk students would benefit from having volunteer reading tutors work with them three times a week for nine months of the year in the school setting. They then consulted with the principal and reading specialist at Hidenwood Elementary School which is located just across the street from McKeithen's church.

The school administrators enthusiastically endorsed the idea, and the Hidenwood Tutoring Team was formed with about a dozen or so adult tutoring volunteers. At the end of the program's first year the volunteers were gratified by the remarkable progress that had been made by the students who received the help. The Hidenwood team has just completed the eighth year of the program at the school

Although McKeithen and other tutors were instrumental in helping the students improve their reading test scores, McKeithen modestly gives most of the credit to the teachers at the school. However, he and the other tutors were convinced that the students had benefitted from the additional help that they had provided to the students.

"What we were providing as additional help one-on-one to these boys and girls did have an impact – both the friendships that were formed over that period of time that gave the children the feeling of being important to some-caring adult and the reading that we did with them," said McKeithen.

Administrators in other schools and pastors of other churches were so impressed by the results of the program that McKeithen's group was asked to replicate it at Hilton, Riverside and Sandford elementary schools the following year.

A couple of years later, the group formed the Newport News Tutoring Consortium to bring together educators, volunteer tutors, and pastors. McKeithen serves as the consortium's president, and according to him, it meets twice a year for mutual sharing and support and to replicate the tutoring program in other schools. Membership is open to elementary school educators, pastors, and coordinators from churches and civic organizations.

Since then, with the support of churches and civic clubs, such as the Rotary and Kiwanis clubs, the consortium has successfully established tutoring programs in 20 other schools in Newport News.

The tutoring teams at each school bear the name of the school where they operate, but they are staffed by volunteers from the churches and civic clubs. The program has had as many as 250 tutors in a given year helping students in Newport News schools. This year approximately 178 tutors volunteered to work in the program.

The consortium has been able to generate grants from several clubs and foundations to provide the reading materials used in the program.

McKeithen says that the program is distinctive because it is strong in its affirmation of public education. The volunteers from the churches and the civic clubs offer their services in the schools under the direction and supervision of the principals and the reading specialists.

"Many churches and charitable organizations have tutoring programs that take place within the church and perhaps with some agenda other than the reading agenda," explained McKeithen. "Our program is distinctive in that it focuses strictly on assisting children with their growth in reading skills.

"This consortium and the tutors who work in it are people who believe in volunteer contributions to the life of our community and our society."

Dr. Sheila O. Hill is the principal at Hidenwood Elementary School. According to her, the students have not only benefitted academically, but they have also been helped emotionally and socially from the work that McKeithen and the other tutors have done at the school.

"They talk to the students about their interests and what things go on in their lives. So, the students learn how to interact with an adult, how to carry on conversations in a socially acceptable manner, and they are able to increase their communication skills," said Hill. "And then emotionally the students have benefitted because it gives them some special attention one-on-one. This gives them the opportunity on a daily basis to be just the one person that the adult is interacting with and is interested in. I think it has really helped their self esteem.

"I think that Reverend McKeithen is very deserving of the award and citation

BEST COPY AVAILABLE

Reading programs pay off; NN students' scores rise

By Mark Di Vincenzo
Daily Press

NEWPORT NEWS

More elementary and middle school students in Newport News are reading at or above their grade levels, compared to four years ago, according to test scores released Wednesday.

But, while scores for elementary school students have risen every year since the 1991-92 school year, middle school reading scores dipped or remained the same in the past three years.

School officials, who released the data Wednesday morning and presented it to the School Board Wednesday night, attribute the improvements to a districtwide emphasis on reading and to a series of federally funded, "early-intervention" programs designed to help students in preschool, kindergarten and first grade.

The improvements since the 1991-92 school year are especially evident in grades two and four.

During the just-completed 1994-95 school year, 70 percent of second-graders read at or above their grade level, compared to 53 percent four years ago. The number of fourth-graders who read at or above their grade level rose from 41 percent four years ago to 62 percent.

"This is something we're really excited about," said Schools Superintendent Eric J. Smith.

This is the fourth year Newport News elementary and middle school students have been given the Degrees of Reading Power test. Unlike other standardized tests, which offer students multiple-choice questions, this test requires students to read passages and then answer fill-in-the-blank questions. And state and local school officials say it effectively tests reading comprehension, and they rely on it to gauge reading competency.

State and local officials say they know of no other school district in Virginia that requires students in grades two through eight to take it. State officials require only that sixth-graders statewide take the test as part of the more comprehensive Literacy Passport Test.

The state doesn't have the money to require schools to give the test to more students because if it did, it would have to buy test booklets and pay to process the results, said Cameron Harris, the state Education Department's director of assessment and accountability.

Newport News school officials are especially pleased with the test scores from second-graders. And they attribute the success in large part to relatively new programs. One of these, First Step, provides preschool instruction to poor, at-risk 4-year-olds. Another, called Reading Recovery, helps first-graders learn to read.

"We have some students who have no printed material whatsoever in their houses, whose parents don't read and who don't know how to hold a book or a pencil," said Susan Purser, the city's assistant superintendent for quality improvement and community services. "We've spent time and resources on these children."

Nowhere is that more evident than at Magruder Elementary School.

During the 1991-92 school year, two second-graders — or 1 percent — read at or above their grade level. The next year, 41 percent read at or above their grade level. That number rose to 67 percent during the 1993-94 school year and to 80 percent during 1994-95.

After the 1991-92 school year, Magruder added four Reading Recovery teachers and a handful of teachers' aides. Teachers formed teams to share ideas, and extra effort was made to involve parents in the school. This flurry of activity is known locally as the Magruder Model, said Smith, and is being tried at Dunbar-Erwin Elementary School, where reading test scores also have risen since the 1991-92 school year.

In fact, reading test scores have risen every year since at all of the elementary schools, but the news is not as good at the middle schools.

Test scores at the middle schools rose during the 1992-93 school year, but since then have fluctuated slightly.

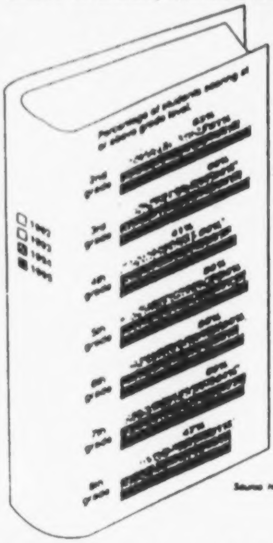
School officials say this may be because the school district's relatively new early-intervention programs weren't in place when current middle school students were in elementary school.

"Some of the numbers went up, some went down and some stayed the same," said School Board Chairman James G. Batterson. "I want to know what we're going to do about those that went down or stayed the same."

School officials say this summer they will brainstorm with middle school principals and reading teachers about what can be done to raise those scores.

Degrees of Reading Power results

Since the 1991-92 school year, the number of elementary and middle school students in Newport News who are reading at or above their grade levels has increased. There were slight dips in the number of sixth graders reading at or above their grade level in 1993-94 and in the number of seventh graders reading at or above their grade level in 1994-95. School officials attribute the improvements to a districtwide emphasis on reading and on programs designed to help students in preschool, kindergarten and first grade.



Source: Newport News Public Schools

John Hays/Daily Press

Daily Press
June 22, 1995

BEST COPY AVAILABLE

EDUCATIONAL LEADERSHIP

Volume 52 Number 5

ASCD

School Reform: What we've Learned

P42***** CAR-RT SORT ** C010
EDL 498289
NEWPORT NEWS PUBLIC SCHS
INFO & LEGISLATIVE SVCS
12465 WARWICK BLVD
NEWPORT NEWS VA 23606-3041

BEST COPY AVAILABLE

Stopping the Cycle of Failure: The Comer Model

Christina Ramirez-Smith

When all members of a school community work together for the well-being of the children, the bountiful rewards belong to everyone as well.

Two years ago, parental involvement at Magruder Primary School was nonexistent, teacher morale was low, and students' rates of failure were at an all time high. Of the 25 elementary schools in Newport News, Virginia, Magruder placed last in reading ability. Only 1 percent of Magruder's 2nd grade students read at grade level compared to 53 percent citywide. Although improving test scores was an important goal, even more critical was the need for teachers, staff, parents, and students to stop the cycle of failure at the school.

Today, 86 percent of students leaving Magruder to attend uptown 3rd grades are passing their achievement tests. Test scores are up 67 percent, compared to an increase of 41 percent a year ago. Last year, parents clocked more than 4,000 hours of volunteer service, and their attendance at school-sponsored events—such as PTA meetings and father-child breakfasts—averaged 250.

The Comer Model is the catalyst that helped turn the school around (Comer 1988). Founded by James Comer in New Haven, Connecticut, in the late 1960s, the model is based on Comer's belief that "the relationship between school and family is at the heart of a poor child's success or lack of it" (Goldberg 1990). The major purpose of schooling, according to this model, is to advance students' social, emotional, and academic development toward the goal of becoming successful citizens. To accomplish this aim, the model advocates a collaborative, consensus-building, no-fault approach to problem solving.

NN
CELEBR
ADING

Students re-enact Harriet Tubman story.

As part of a university research consortium studying reform efforts in elementary schools across Virginia, I had the opportunity to spend a year observing changes in Magruder Primary School. This experience gave me a firsthand view of the Comer Model in action.

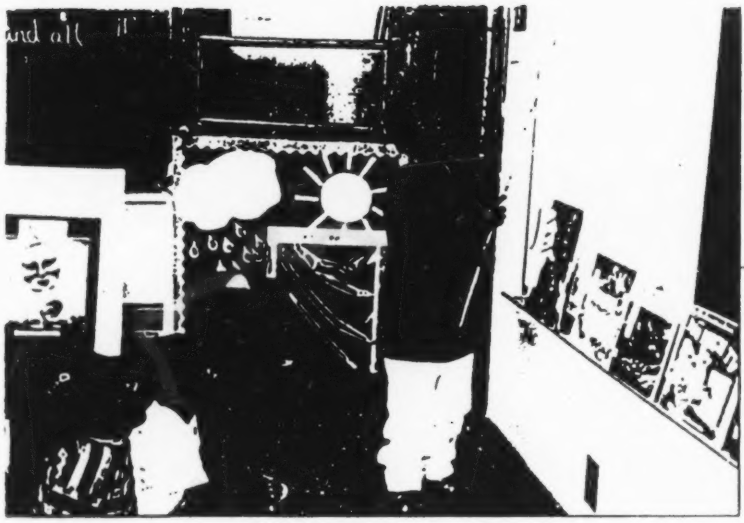
Making a Commitment to Change

Located in the inner city, Magruder has an enrollment of 525 students. 80 percent of the children are considered at risk, and more than 50 percent live in low-income housing. Michael Williams-Hickman had been a principal in the Newport News Public School System for three years when she came to Magruder, a school where failure was expected. Recalling her first days at Magruder, she told me:

> Deep down, I knew that the children could learn, and they deserved the best that we could give them. But, first, I needed to know if teachers and staff were committed to change.

After difficult, sometimes painful discussions with teachers, parents, and central office administrators, Williams-Hickman concluded that a desire for change did exist. An opportunity for making a change appeared when school system administrators announced that they were seeking sites where educators were willing to attempt school change. The Comer

BEST COPY AVAILABLE

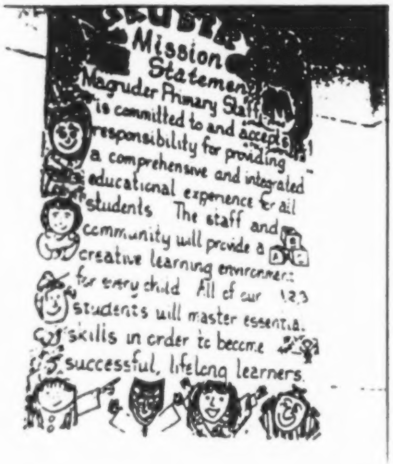


The Comer Model is the catalyst that helped turn the school around.

Model looked like a good fit for Magruder Primary, a school seeking to remedy some of the common problems plaguing inner-city schools.

Creating a New School Team

Schools that adopt the Comer Model establish teams of stakeholders to create a comprehensive plan for the school, including goals and staff development. In addition to two volunteer teachers from each grade level, Magruder's School Planning and Management Team included the principal, assistant principal, guidance counselor, librarian, a Chapter 1 Reading Recovery teacher, a teaching assistant, the reading resource teacher, a focus facilitator representing the central office, and a parent.

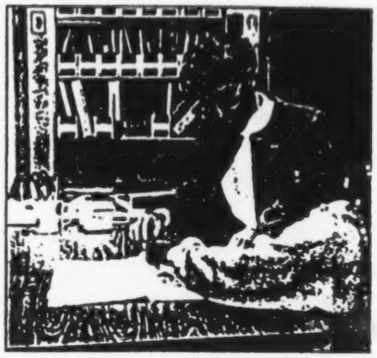


Mission
Statement
Magruder Primary Staff
is committed to and accepts
responsibility for providing
a comprehensive and integrated
educational experience for all
students. The staff and
community will provide a
creative learning environment
for every child. All of our
students will master essential
skills in order to become
successful, lifelong learners.

Team members had their work cut out for them. First, poor communication—among teachers, among staff, with parents, and within the community—was a reality that the group had to confront early on. Second, the team also recognized the importance of staff development for teachers to improve their skills in working with poor children and their parents. For example, to develop an inviting school climate, teachers must know how to earn the trust and respect of their students' families. Third, the team began to review current academic goals and establish new ones, as needed.

Armed with these three tenets, team members agreed that their basic function was to create a positive school climate. Social behaviors such as saying "good morning" to everyone was only the beginning. Team members knew that they needed to actively model the behaviors that they expected from students, parents, and others in the school community.

Since the team's formation, communication channels have opened, creating a climate of support for new ideas and problem solving that takes a no-fault approach. For the first time, Magruder's teachers, staff, and parents had an opportunity to exercise direct influence on school activities. Team members acknowledge, however, that learning how to gain consensus, delegate, and make decisions is an ongoing challenge.



Inviting Parental Involvement

To implement the Comer Model, Magruder had sought additional Chapter 1 funds. Part of this money went to hiring three full-time Reading Recovery teachers, as well as to creating a new position: the home-school coordinator. The coordinator's role was to bridge the gap between school and community. This effort was seen as bold. It was the first time that such a position had been implemented in the school.

The home-school coordinator bridged the gap between home and school by designing such activities as home-school visits and luncheons to recognize parent volunteers and their contributions. This person also kept in touch with parents through telephone

BEST COPY AVAILABLE

Where Children Come First

Gretchen D. Lofland

In Washington, D.C., teachers, parents, and students are working together to turn their schools into places everyone wants to be.

"Books and Burgers Night," debutante balls, and a country fair complete with ponies and cows. These events may sound strange in connection with inner-city schools, but they are part of a growing effort to sponsor meaningful, engaging activities that involve students, parents, and community. In an urban district where drugs, violence, and crime are a part of daily life, 53 schools in Washington, D.C., look different from neighboring schools because of their participation in the Comer School Development Program (Comer 1991).

Books and Burger Night.
Photo courtesy of Gretchen Lofland

Originally begun in the New Haven, Connecticut, Public Schools (Comer 1980), the Comer Model was launched in the District of Columbia [illegible] schools in 1990. Since that time, 48 other schools (about one third of the District's total) have become Comer schools, for a total of 44 elementary schools, 7 junior high/middle schools, 1 alternative school, and 1 comprehensive senior high school.

Team Building and Training

The Comer School Development Program framework includes three mechanisms for running schools.

1. The *School Development Team* meets at least once a month to discuss, plan, and coordinate the school's program. Members include the principal or assistant principal, teachers, parents, community representatives, and sometimes students.

2. Members of the *Parent Program* work closely with the School Development Team to coordinate social and public relations programs, establish parent rooms and centers, and promote greater parent involvement in the school. Many Comer schools sponsor parent workshops, GED programs, food and clothing banks, and other services to parents.

3. The *Mental Health Team* addresses issues of prevention and intervention with regard to social services problems. Members include the principal (or a designee), counselor, social worker, psychologist (if the school has one), nurse, speech teacher, resource teacher, and other social services support people.

In addition to these three governance teams, the Comer framework includes three necessary operations and three guiding principles (see fig. 1). A crucial aspect of the model is training for all participants. For example, school governance teams learn such skills as group processing, conflict management, and team building. At monthly staff develop-

calls or, for parents without phones or transportation, through personal notes.

Parents responded to this positive outreach by complying with the school's requests and by making sure their children attended school. All children from K–2 had increased attendance. In just a short time, the actions of the home-school coordinator helped to build a relationship of trust between school and home. She became known in the community as the "woman from the school," rather than an unwelcome person from a social services agency.

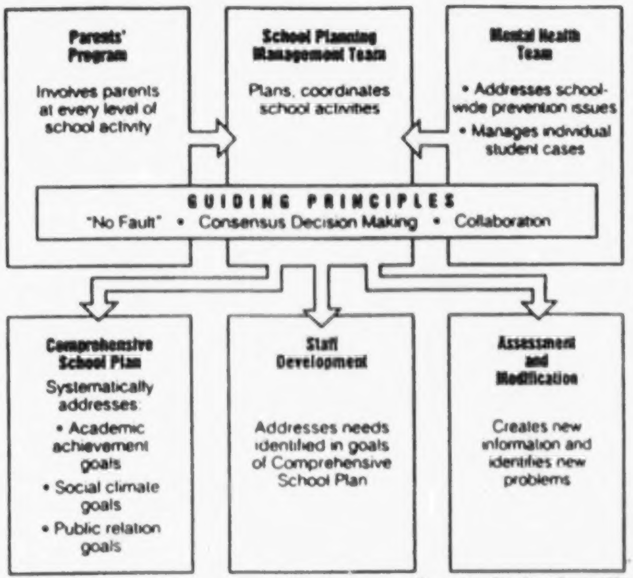
Creating a "Social Calendar" for the school year was another of Magruder's outreach activities to parents. For the first time, parents learned more about the school's goals and could make suggestions for achieving them. Some of the events planned were father-child breakfasts (where children could bring a significant male to the school) and grandparent-child luncheons. In addition, teachers invited parents to attend workshops with them at a nearby university. These and other efforts by Magruder's School Planning and Management Team contributed significantly to making parents feel valued at the school.

Based on a parent survey, the team also organized workshops around topics of interest. By scheduling workshops on

BEST COPY AVAILABLE

Figure 1

Comer School Development Program


Parents' Program
Involves parents at every level of school activity
School Planning Management Team
Plans, coordinates school activities
Mental Health Team
• Addresses school-wide prevention issues
• Manages individual student cases
GUIDING PRINCIPLES
"No Fault" • Consensus Decision Making • Collaboration
Comprehensive School Plan
Systematically addresses:
• Academic achievement goals
• Social climate goals
• Public relation goals
Staff Development
Addresses needs identified in goals of Comprehensive School Plan
Assessment and Modification
Creates new information and identifies new problems

Source: Yale Child Study Center 1991

ment meetings, principals learn skills that will enhance their roles as leaders, managers, and facilitators. In addition, workshops for parents introduce the Comer Model and suggest a variety of ways they can participate in their child's school.

Some School Snapshots

What do Comer schools look like? Here's a glimpse of four schools in the District of Columbia (D.C. Public Schools 1993).

Miner Elementary School. In the fall of 1993, Principal Angela Tilghman issued a challenge to her students: If they could read 25,000 books by graduation time, she would perform an entertaining stunt for them. Students earned extra points by inviting their parents to "Books and Burgers Night," which drew more than 300 parents and students. Students who brought a book and a parent received free hamburgers and sodas. The top reader in the school received a savings bond.

In mid-June 1994, Principal Tilghman kept her promise. Dressed in a Minnie Mouse costume, she performed stunts on the roof while local media taped the event, and both children and parents cheered.

Richardson Elementary School. Working together, teachers and parents bring the country into the city with the school's annual Fall Festival. Events include a bake-off contest for parents, game booths created by students, a "pumpkin patch" on the asphalt playground, and a variety of farm animals—ponies, goats, and cows—for the children to feed and pet.

Marie Reed Learning Center. At this school's annual Debutante Ball, 4th through 6th graders have an opportunity to dress up and display the social skills they've been practicing all year. Increased poise and self-esteem are results of this popular event.

Browne Junior High School. Boys to Men and the Young Ladies of Distinction are two groups that Browne has created to promote positive values. Every week, volunteer mentors meet with these young people to prepare them for the culminating event: a special cotillion held at a downtown hotel for all participants.

Saturdays and providing lunches and baby-sitting services, the school enabled more parents to attend. As a result of such careful planning, topics like "how to help with your child's homework" drew record crowds.

Rather than concentrate on increasing the level of parental involvement to that of other schools, Magruder Primary focused on understanding why parents did not come to school and communicating with them in positive ways to reverse this trend. For students, their parents' presence in the school acknowledging their achievements was a powerful motivator for continued success.

Parents were pleased to feel welcomed in classrooms not only by the children but also by teachers. One parent mentioned the "personal touch and friendliness of everyone." For some parents, being able to decide how to be involved with the school was a new experience. As one parent expressed it:

> Parents don't come in because they have met negative attitudes at a school before. Sometimes schools make you feel like you have nothing to give because you may not have the money or the time when they call.

As a result of their positive experiences at Magruder, several parents have decided to further their own education.

BEST COPY AVAILABLE

Brown Junior High Cotillion.

These are but a few examples. Just about every Comer school in D.C. can boast of the same kinds of wonderful events. Three of our schools have been named Blue Ribbon Schools by the Department of Education, and one recently earned a School of Excellence honor in our district. In addition, many national and international guests come to Washington to visit the district's successful Comer schools (D. C. Public Schools 1994).

Collaboration for Success

Lest anyone think that it's all fun and games at these schools, remember that the activities described here are the icing on the cake for a lot of serious learning by students and extra effort by adults in the school community. It is wonderful to have watched the transformation of these schools from unwelcoming institutions into inviting havens where students, staff, and parents are valued for their talents, skills, and abilities; where the climate is pleasant and safe; and where a unified focus on the child prevails. ■

Author's note: Funding for the Comer initiative has been provided by the Rockefeller Foundation. The foundation recently awarded Superintendent Franklin Smith a grant to provide staff development and training to the Comer schools, with a focus on faithful replication of the Comer Model and improved teaching and learning.

References

Comer, J. P. (1980). *School Power.* New York: The Free Press.

Comer, J. P. (1991). *A Brief History and Summary of the School Development Program.* New Haven, Conn.: Yale Child Study Center.

D.C. Public Schools. (1993). *The Comer School Development Program.* Franklin L. Smith, Superintendent; Gretchen D. Lofland, Director; Washington, D.C.: D.C. Public Schools.

D.C. Public Schools. (July 1994). "An Evaluation of the Comer School Development Program in District of Columbia Public Schools." Draft.

Gretchen D. Lofland is Director of the Comer School Development Program, District of Columbia Public Schools, Center for Systemic Educational Change, Rabaut Administration Bldg., Kansas & North Dakota Aves., N.W., Washington, DC 20011.

The Comer Model has helped to instill a spirit of unity that in so many instances is missing in inner-city schools.

By raising its expectations for students and extending personal invitations for parental involvement, Magruder Primary has made possible greater success for the school community (Comer 1980, Lareau 1987). Were it not for these efforts, together with an effective approach such as the Comer Model, the lack of parental participation among inner-city parents would almost certainly continue to be a fait accompli (Gursky 1990).

Encouraging Teachers as Risk-Takers

As the school embraced the Comer Model, teachers could no longer dwell on the ills facing many of their students. When teachers asked the principal, "Can we love the children too much?" she answered, "No." But empathy had replaced teaching at Magruder Primary School.

Now that change was in the air, teachers were being held accountable for the progress of each child. In meetings with the administrators at the end of each marking period, for example, teachers could no longer excuse poor achievement by saying, "This child's parent is incarcerated." A new mind-set was, "Yes, this child's parent is incarcerated, but can she read?"

The recognition that teaching styles had to change was threatening for many teachers, and personal struggles accompanied the change process. For some, attending staff development meetings and talking to teachers across grade levels were risky. The challenges of creating exciting lessons, however, were balanced by a promise of fewer discipline problems and greater student engagement in learning.

As teachers began to give up old habits (scheduling reading for one hour a day) in favor of new ones (having children read many more times a day), the results were dramatic. A 2nd grade teacher, who had been at the school for a year before the Comer Model was implemented, commented:

> You can hear the children reading fluently over the intercom; before, most children could not read well.

The focus now is on higher expectations for student achievement. Every day teachers write objectives on the chalkboard and tell the children what they are expected to learn that day. The bottom line in refocusing teachers on academics was redesigning the curriculum to bring success to each student at whatever level he or she could achieve. Now every teacher expects every child to learn something every day.

BEST COPY AVAILABLE

A Spirit of Unity

Whenever she is asked, "What did you do, and how did you do it?" Magruder's principal responds:

> We raised our expectations for everyone—students, parents, and teachers. Then we told one another exactly what we expected the outcomes to be. We wrote our goals and shared them. We praised every success, no matter how small. Our students know that we value them. Our parents know that we need them and that we will take any type of assistance they can offer

Will the changes at Magruder fade into the sunset once the extra funding is depleted? While it did take some extra money to bring about changes at the school, it also took motivation and a deep desire to exceed the expectations that the community held for the school. The Comer Model, with a strong philosophical approach and specific implementation strategies, has helped to instill a spirit of unity that in so many instances is missing in inner-city schools. With high expectations and everyone working together, the potential for success has become an attitude, a way of learning, and an education for life at Magruder Primary School. ■

References

Comer, J. P. (1980). *School Power*. New York: The Free Press.

Comer, J. P. (1988). "Educating Poor Minority Children." *Scientific American* 259, 5: 42–48.

Goldberg, M. F. (September 1990). "Portrait of James P. Comer." *Educational Leadership* 48: 40–42.

Gursky, D. (June/July 1990). "The Greatest Challenge: A Plan That Works." *Teacher Magazine*: 46–54

Lareau, A. (1987). "Social Class Differences in Family-School Relationships: The Importance of Cultural Capital." *Sociology of Education* 60: 73–85

Christina Ramirez-Smith is Assistant Professor, Education Department, Christopher Newport University, 50 Shoe Ln., Newport News, VA 23606

JULY 4TH WEEK IN ASPEN!

——— A SPECIAL 3-DAY WORKSHOP ———

CREATING SCHOOLS OF QUALITY

THROUGH THE BONSTINGL IDEALIZED SYSTEM REDESIGN PROCESS℠

An intensive, interactive workshop in the direct application of the Quality Philosophy to the work of schools, specially designed for administrators, staff developers, policy-makers, teacher-trainers, lead teachers, and business and community leaders who are dedicated to active support of the continuous improvement process in their communities' schools.

With

JOHN JAY BONSTINGL

AUTHOR OF THE BEST-SELLING ASCD BOOK SCHOOLS OF QUALITY

THE ASPEN INSTITUTE
ASPEN, COLORADO
JULY 2-5, 1995

Registration $495 per person • $1895 four-person teams
Exclusive daily room rate for workshop participants
Optional recreation opportunities include:
The Aspen Summer Music Festival, golf, tennis, fishing, hiking, biking, photography, and much more!
DEADLINE FOR REGISTRATION: APRIL 25,1995
Registrations are strictly limited!

Included in the registration are all workshop materials, a copy of the ASCD book *Schools of Quality*, the audiotape program *Assignment: Total Quality Management for Schools*, lunches and refreshments. Overnight accommodations must be made by participants directly with The Aspen Institute at (303) 925-7010. To qualify for the special room rate, please contact The Aspen Institute no later than April 25, 1995. Purchase order or check for the full amount of the workshop registration fee must accompany this registration form. All amounts are in United States currency. Workshop registrations are limited; therefore, while cancellations cannot be honored, participants may send an alternate in their place. Late registration fee is $100 per person, if any places are still available.

On-site workshops and seminars are also available for your school staff, community, and business partners.

THE • CENTER • FOR SCHOOLS OF QUALITY

REGISTRATION FOR THE 1995 ASPEN INSTITUTE WORKSHOP

PURCHASE ORDER OR CHECK NUMBER ______
NAME ______ TITLE ______
ORGANIZATION/SCHOOL ______
ADDRESS ______
CITY ______ STATE/PROVINCE ______ ZIP/POSTAL CODE ______
OFFICE PHONE ( ) ______ FAX ( ) ______ HOME ( ) ______

Mail or fax this registration form to:

THE CENTER FOR SCHOOLS OF QUALITY
P.O. BOX 810 • COLUMBIA, MARYLAND 21044 USA
TELEPHONE (410) 997-7555 • FAX (410) 997-2345

BEST COPY AVAILABLE

1996-97
SCHOOL READING SUPPORT/ASSISTANCE PROGRAMS

SCHOOL	PROGRAM
Briarfield	Tutors (4) Newport News Consortium (from Parkview Baptist Church and First Baptist Church) Peer Tutors from Booker T. Washington (approx. 10 students and tutors from Hertiage High School (approx. 10 students) After School Tutoring Program to begin January 7th
Carver	Reading Consortium (1 tutor) Kiwanis (1 tutor) Parents (4) Community (1) Reaches 15 kids (so far most children are only tutored one or twice a week.
Charles	After School Reading Program (Grant) 36 students 6 groups headed by 6 teachers - once a week–read from multiple copies wide selection of genre - children keep reading material - targeted group 3rd - 5th - 2nd quartile Numerous volunteers who work with classroom teachers (parents, Menchville AVID students and FTA)
Dunbar (Achievable Dream)	Tutors (4) (Newport News Consortium from First Baptist Church East End) 16 students) DRP Saturday School (50 students/2 teachers/2 assistants) Volunteers from Hampton University (10 or more) Volunteer from the community (1)
Epes	Volunteers through classroom teachers (organized by them)
Greenwood	Naval Weapon Station volunteers (15/20 students per week Ft. Eustis volunteers
Hidenwood	NNTC - Hidenwood Tutoring Team (working with about 35 students)
Hilton	"BRICKs" after school program (3:40 - 4:30) 12 grade 1 students Consortium Church tutors - serves 6/7 students (Grades K & 5) Parent volunteers in various grades - do not know number of students being served.
Jenkins	Hidenwood - Tutoring Team

BEST COPY AVAILABLE

Kiln Creek	NNTC - 9 tutors working with 19 students Parent volunteers working in classrooms (# served unknown)
Lee Hall	Volunteers (informal) 10-15 students older students listen to younger (1st) students read
Magruder	Parent volunteers - Foster grandparent program tutor (15 students served)
Marshall	NNTC - Four tutors from Carver Memorial Presbyterian Church working with 7 students. Tutors For Success - After school tutoring program for 16 second grade students. Funded by a three year grant from Central Fidelity. Project BRICK - After school program for 12-14 students; sponsored by a local church.
McIntosh	NMTC - 26 tutors from 3 churches volunteer to work with 28 students in 2nd grade. 5th graders work with 12 Reading Recovery® students and 16 Literature group students.
Nelson	After school tutoring program for 1 - 2 grade students who are reading below grade level. Tutors are high school students and selected fifth grade students. Dr. Tennille, the assistant principal, wrote a mini-grant and is in charge of the program.
Newsome Park	TATOO/Shipyard volunteers - Approx. 20 volunteers servicing approx. 80 students. They come 1 day a week for 50 minutes and tutor in all curriculum areas. 8 ladies from Mt. Carmel tutor 12 students twice a week (11/2 hr.) in reading.
Palmer	Tutoring Consortium - 5 volunteers - 10 students PALS - Shipyard volunteers work with Spec. Ed. students. (20 volunteers - 40 students) Teachers' mothers and fathers, friends, etc. - 5/15 students
Riverside	NNTC - 20 tutors work with 25 students Parent volunteers - 5 parents (10 students)
Sanford	Church/Parent Tutors work with 20 students

Saunders	Volunteers from TNCC (5) Parent volunteers Morrison Methodist (10)
Sedgefield	25 Tutoring Consortium volunteers are matched with 15 students 2-3 days per week, K-4. Point Option students are working K-5. Parent volunteers are working in our school, but do not have large # due to family obligations. After school homework, Tuesday-Thursday. 3,4,5 will be assisted Jan-May
South Morrison	NN Tutoring Consortium - One volunteer works with two second graders. After-School "Homework Club" for students from nearby apartment complex. BRICKS - Wednesday afternoon with volunteers at nearby church (Grant) 20 second graders Downtown students - First Baptist Church volunteers - about 15 3rd & 4th graders (Grant)
Watkins	NN Tutoring Consortium - (loosely) Peninsula Catholic H.S. - 3 Tutors After School buses available - students occasionally stay for extra help, but not on a regular basis.
Yates	Still part of NN Consortium - little support from church tutors. Using parents as tutors in 1st/2nd grade - approx. 5 tutors.

Newport News Public Schools
Tutoring Programs 1996-97

School	Program Name	Partners	Focus	Schedule	Tutors
Division-wide Programs					
Division-wide	*Homework clubs* at five apartment complexes, Hampton Roads Boys and Girls Clubs, and South Morrison Elementary	Sites donate facilities	All subjects	Two or three times a week after school	Teachers and teacher assistants (paid)
Division-wide	*PRIDE* at all middle schools		Programs includes tutoring to help students pass LPT	Clubs meet weekly and one Saturday a month, as well as a summer program	Teachers (paid)
Division-wide	*HIKE (Homework is Key to Excellence)* at C. Waldo Scott Center for H.O.P.E.	C. Waldo Scott Center, Newport News Alliance for Youth	All subjects	Monday-Thursday afternoons	Teachers (paid)
Division-wide	*Project Sunshine* tutor and mentor program at eight apartment complexes	Operation Breaking Through and Hampton University	All subjects	Some sites meet on Saturday mornings, some weekday evenings	Student volunteers from Hampton University
Division-wide	*Informal tutoring*		All subjects	Varies	Many teachers volunteer their time to work with students before and after school
Division-wide	*AVID* (Part of AVID programs at all middle and high schools)	Christopher Newport University	All subjects	Twice a week in each AVID class	Most tutors are university students; they are paid
Elementary Schools					
Briarfield	*After-school tutorial program*		Reading, math	Twice a week after school	Teachers and assistants (paid)
Briarfield	*Reading tutoring*	Newport News Tutoring Consortium, Parkview Baptist Church, First Baptist Church, Booker T. Washington Middle School, Heritage High School	Reading	Twice a week during the school day	Volunteers from partner churches and peer tutors from Washington and Heritage

BEST COPY AVAILABLE

[illegible]	[illegible]	[illegible]	[illegible]	Schedule	[illegible]
Carver	*Reading tutoring*	Newport News Reading Consortium, First Baptist Church, Kiwanis of Oyster Point	Reading, language arts, math	Once or twice a week during the school day	Volunteers from Frist Baptist Church and the Kiwanis as well as community members and parents
B.C. Charles	*Menchville AVID Tutors*	Menchville High School AVID class	All subjects	Twice a month during the school day	AVID students volunteer as tutors
B. C. Charles	*Menchville Future Teachers of America*	Menchville High School Future Teachers of America	Reading, writing	Once a week during the elementary school day	Volunteer members of Menchville High School Future Teachers of America Club
B. C. Charles	*PTA Volunteer Tutors*	PTA	Reading, math	Once a week during school hours	PTA members volunteer
Dunbar-Erwin	*Achievable Dream Academy Tutoring Program*		LPT (reading, writing, math)	Saturdays (6)	Teachers (paid)
Dunbar-Erwin	*Central Fidelity Bank Primary Tutoring Program*	Central Fidelity Bank	Reading	Saturdays (12)	Teachers (paid)
Dunbar-Erwin	*Dunbar-Erwin Primary Church Tutoring Program*	Newport News Tutoring Consortium, First Baptist Church East End	Reading	Two or three times a week during the school day	Volunteers from partner church
Dunbar-Erwin	*Dunbar Night School Program*	NNPS Adult Education, Community Development Block Grant	For parents: GED, aerobics, computer skills, finance	Twice a week during the evening	Teachers or community members (paid)
Dunbar-Erwin	*Hampton University/Dunbar Primary Partnership*	Alpha Phi Alpha fraternity at HU	Depends on students' needs	During the school day	HU students volunteer
Dunbar-Erwin	*Fort Eustis/ Achievable Dream Academy Partnership*	Fort Eustis	Volunteers cofacilitate character education sessions with teachers	Daily during the school day	Military personnel from Fort Eustis
Dutrow	*Computer Clubs*		Reading, math, using the Internet	Club meets before school once a week; students tutor in classrooms	Students tutor other students
Greenwood	*Reading tutoring*	Naval Weapons Station, Fort Eustis	Reading	1-3 times a week during the school day	Volunteers from the Naval Weapons Station and Fort Eustis

555

BEST COPY AVAILABLE

Hidenwood	*Hidenwood Tutoring Team*	Hidenwood Presbyterian Church	Reading	Weekly during the school day	Volunteers from Hidenwood Presbyterian Church
Hilton	*Newport News Tutoring Consortium*	Hilton Presbyterian Church	Reading and language arts	1-3 times a week after the school day	Volunteers from Hilton Presbyterian Church
Hilton	*BRICKS*	Saint Andrew's Episcopal Church	Reading	Weekly after school	Volunteers from Saint Andrew's Episcopal Church
Jenkins	*Tutoring Consortium*	Newport News Tutoring Consortium and Second Presbyterian Church	Reading	Twice a week during the school day	Volunteers from Second Presbyterian Church
Jenkins	*Fort Eustis Volunteer Tutoring Program*	Fort Eustis Department of Aviation Systems Training	Reading, math, and assistance with special education students	Once or twice a week during the school day	Volunteers from Fort Eustis
Jenkins	*CNU Tutoring Program*	Christopher Newport University	Reading	Once or twice a week during the school day	CNU students tutor as part of their course work
Kiln Creek	*Tutoring Consortium*	Newport News Tutoring Consortium	Reading, language arts	Daily during the school day	Volunteers from the community
Magruder	*Reading tutoring*	Foster grandparents	Reading	Daily during the school day	Foster grandparents as well as parent volunteers
Marshall	*Marshall Tutoring Team*	Newport News Tutoring Consortium, Carver Memorial Presbyterian Church	Reading	Once or twice a week during the school day	Volunteers from Carver Memorial
Marshall	*Tutors for Success*	Central Fidelity Bank	Reading	Twice a week after school	Volunteers from Central Fidelity and teacher (paid)
Marshall	*Project BRICKS*	Saint Augustine's Episcopal Church	Reading	Once a week after school	Volunteers from Saint Augustine's
McIntosh	*Volunteers in Public Schools*		Reading, math	Once a week during the school day	Volunteers from churches, business partners and parents
McIntosh	*McIntosh Reading Tutoring*	Stevens Memorial Baptist Church, Kirkwood Presbyterian Church, Church of Jesus Christ of the Latter Day Saints	Reading	Once or twice a week during the school day	Volunteers from partner churches

BEST COPY AVAILABLE

Nelson	*After school tutoring*		Reading	Once a week after school	High school students and selected fifth graders
Newsome Park	*TATOO*	Newport News Shipbuilding	All subjects	Once a week during the school day	Volunteers from the Shipyard
Newsome Park	*Reading tutoring*	Our Lady of Mount Carmel	Reading	Once or twice a week during the school day	Volunteers from Mount Carmel
Newsome Park	*Individual tutor*		Reading	Three days a week during the school day	Individual from the community regularly works with children
Palmer	*Tutoring Consortium*	Newport News Tutoring Consortium and Orcutt Baptist Church	Reading	Once or twice a week during the school day	Volunteers from Orcutt Baptist Church and Palmer parents
Palmer	*PALS*	Newport News Shipbuilding	All subjects for special education	Once a week during the school day	Volunteers from Newport News Shipbuilding
Palmer	*Individual tutors*		Reading	Once a week during the school day	Three individuals (two parents of teachers and one friend of a teacher) volunteer as tutors
Riverside	*Riverside Tutoring Program*	Grace United Methodist Church, North Riverside Baptist Church, Newport News Woman's Club	Reading	Once a week during the school day	Volunteers from partner organizations
Sanford	*Reading tutoring*	Second Presbyterian Church	Reading	Twice a week during the school day	Volunteers from Second Presbyterian Church
Saunders	*Saunders Tutoring Program*	Morrison Methodist Church	Reading	1-2 times a week during the school day	Volunteers from Morrison Methodist Church
South Morrison	*Project BRICKS*	Church of the Brethren	Reading	Once a week after school	Volunteers from Church of the Brethren
South Morrison	*Reading Tutorial Program*	First Church of Newport News, Baptist, and Central Fidelity Bank	Reading	Once a week after school	Volunteers from First Church
Watkins	*Peninsula Catholic Tutoring*	Peninsula Catholic High School	Reading and math	Once a week after school	Student volunteers from Peninsula Catholic High School

BEST COPY AVAILABLE

Middle Schools					
Crittenden	*Saturday School*		Tutoring for LPT, algebra, and math as well as enrichment	Saturday mornings	Teachers (paid)
Crittenden	*Math Boosters*		Math	After school	Teacher (paid)
Crittenden	*After-school tutoring*		Various	After school	Teachers (paid)
Crittenden	*Tutoring for the Literacy Passport Test*		For the LPT	Once a week after school for each area (reading, math, writing)	Teachers (paid)
Dozier	*Dozier/Skymaster Partnership*	Fort Eustis 1st Battalion, 222nd Aviation Regiment	Math, civics, social studies, geography, map reading, earth science	Daily during the school day	Volunteers from Fort Eustis
Huntington	*Saturday Tutorial*	Junior League of Hampton Roads, Boys Club, Kappa Alpha Psi	LPT	Every Saturday November - February	Volunteers from partner organizations
Huntington	*Shipyard Tutors*	Newport News Shipbuilding	Math, reading	Once a week during the school day	Volunteers from Newport News Shipbuilding
Huntington	*Bridge Builder*		Reading, math, study skills	Once a week during the day	Volunteers from the community
Washington	*Adopt a School*	Hampton University Honors College	All subjects	Weekly tutoring in classrooms, after-school tutoring four days a week, Saturday School	Student volunteers from Hampton University
High Schools					
All high schools	*After School Assistance Program*		Math and science (classes held for specific math and science courses; each school determines those in which students need help, usually Algebra, Geometry, Biology, Chemistry)	Four days a week after school (7th period); the number of times per week the class for a given subject meets is determined by need	Math and science teachers (paid with STEP grant funds)

558

BEST COPY AVAILABLE

Aviation Magnet Program	*Tutoring*		Math, computer technology	Three times a week during and after school	Grant funds pay tutors
Menchville	*Honor Society tutoring*	National Honor Society and French, German, and Spanish Honor Societies	All subjects (National Honor Society); French, German, Spanish (language honor societies)	Varies	Volunteers from student honor societies
Warwick	*Academic Learning Center*		All academic subjects	Two days a week after school	Lead teachers and school staff (paid); students may qualify as tutors and will be paid.

BEST COPY AVAILABLE

559

SUNDAY, MAY 12, 1996 ··· Richmond Times-Dispatch SECTION C

VIRGINIA

MORMON SCHOOL C5
JAMESTOWN DIG ...C6

WEEK IN REVIEW C4

Two Title 1 schools are making the grade

Community's role key in Buckingham

BY JAMIE C. RUFF
TIMES-DISPATCH STAFF WRITER

BUCKINGHAM

Gold Hill Elementary School Principal Claiborne Johnson reached into his bag and pulled out a stack of brochures from his recent trip to Louisiana.

He flipped through brochures on a swamp, a plantation and the Louisiana Superdome. He looked as contented as a man who had found gold.

Next year those brochures will likely be part of a lesson plan, or two.

Educators at the Buckingham County school seem willing to turn every one of their activities into a teaching tool. And it's that attitude that recently made the school one of 56 Title 1 programs nationally — and one of only two in the state — to be recognized by the U.S. Department of Education.

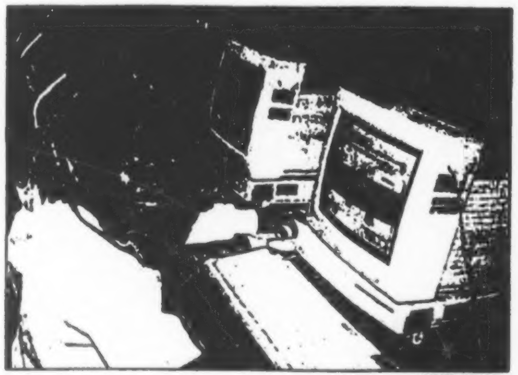
Two weeks ago Johnson went to New Orleans to receive the award from the National Association of State Coordinators of Compensatory Education.

School officials have been cultivating a strong spirit of community involvement for years.

"You know the old adage, 'It takes a village to raise a child?'" Johnson asked. "We think it's very persistent here."

Buckingham would seem to be the perfect candidate for Title 1, a federal program promoting compensatory education for disadvantaged school children. Largely rural and heavily dependent on the lumber industry

PLEASE SEE GOLD, *PAGE* C2 ►



ANDREW PETKOFSKY

PLUGGED IN. Shannon Reaves works at a computer at Magruder Primary School, which recently received recognition for its improved test scores.

Reading skills up in Newport News

BY ANDREW PETKOFSKY
TIMES-DISPATCH STAFF WRITER

NEWPORT NEWS

Michelle Eley loves Magruder Primary School for its people.

"When you walk in, everybody speaks to you — teachers, nurses and especially the principal," she said.

Eley, mother of a first-grader at Magruder, isn't the only parent with lots of affection for the large pre-kindergarten to second-grade school in the city's poverty-plagued East End.

Over the past three or four years, the once-troubled neighborhood school has seen test scores skyrocket, especially in reading, at the same time it has become a sort of community center for pupils' families.

Michael Williams-Hickman, Magruder's principal, believes the school's warm relationship with adults in the community has fueled the incredible turnaround in reading achievement. While only 1 percent of the Magruder's second-grade pupils were reading at or above grade level in 1992, tests have shown that percentage grew last year to 80 percent.

That tremendous improvement in reading and other test scores helped Magruder become one of two Virginia schools to be recognized two weeks ago as a U.S. Department of Education Title 1 Distinguished School.

The honor went to only 56 schools nationwide participating in a federal program that provides supplemental

PLEASE SEE MAGRUDER, *PAGE* C2 ►

BEST COPY AVAILABLE

JAMIE C. RUFF

A GOOD PLACE TO LEARN. Vickie Craft (right) and Joyce Wilson (left) help first- grade pupils at Gold Hill Elementary in Buckingham County.

Community's role key in Buckingham

▼ **GOLD** *FROM PAGE C1*

and the jobs generated by two state prisons, Buckingham's poverty and illiteracy rates are above state and national averages.

Gold Hill has 280 pupils with 59 qualifying for Title 1.

Johnson shares the credit for the award with teachers, parents, a supportive school administration, and even the local business community.

"We think we need to break this . . ."

mental Learning Centers at four county schools. The centers provide an after-school tutoring program twice weekly for pupils, along with pointers for parents on ways to help their children learn.

The Mobile Learning Center, also know as the Butterfly Bus, makes its way around the county providing reading and instructional material for pupils and parents. Among its features is a "parent corner" where adults can receive information about job training, health and social serv-

School sees rise in skills of pupils

▼ **MAGRUDER** *FROM PAGE C1*

money to benefit pupils from economically disadvantaged families.

Magruder is a big place, with about 440 pupils in grades K-2, and another 310 4-year-olds in a preschool program.

Soon after Williams-Hickman became Magruder's principal in 1991, she and other school officials launched the district's first schoolwide Title 1 program there. The school was able to qualify for a large amount of federal money because more than 84 percent of its pupils, nearly all of them African-American, meet the criteria of being economically disadvantaged.

With about $400,000 in Title 1 money during the program's first year (1992-93), and about $231,000 during the next two years, Williams-Hickman worked to focus the school and community on success in teaching reading.

"Reading is it," she said. "If they're able to read and write, then they'll be successful as they continue with their schooling."

Magruder used some of the money to bring in three specially-trained "reading recovery" teachers, instituted an in-school staff development program and hired a "home-school coordinator" to begin reaching out to parents in a part of the city where many adults felt uncomfortable with schools and teachers.

> *" If they're able to read and write, then they'll be successful. "*
>
> MICHAEL WILLIAMS-HICKMAN
> MAGRUDER PRINCIPAL

"I sent her out as our ambassador of goodwill," Williams-Hickman said.

At the same time, Magruder began inviting parents to school for special events including an annual Father-Child Breakfast and an annual Parent Institute with workshops and discussions for family members.

Last week, the school added an event for pupils and their mothers, the Mother's Day Tea. Attendence was so good the event had to be held in two sessions.

Williams-Hickman said the events have helped parents feel good about school and learn how to help their children succeed.

"We let our parents know that we value them," she said. "We value their opinions and their assistance and we really want them to become a part of our school."

Richmond People On Richmond's Campus

School of Continuing Studies

This year Vanessa Wilson was one of more than 1,500 adults from the Richmond area who took advantage of the educational opportunities offered by the School of Continuing Studies

"The school has allowed me to pursue a quality education while continuing to work full-time," says Ms. Wilson, who serves as the president of the the school's student government association and works as a legal assistant at LeClair Ryan.

The school offers study toward a degree or certificate as well as noncredit programs. Call for information today, and continue your education tomorrow.

University of Richmond

Please contact Dr. James Narduzzi, School of Continuing Studies, University of Richmond, VA 23173
Phone (804) 289-8133 e-mail narduzzi@urvax.urich.edu

BEST COPY AVAILABLE

ISBN 0-16-058350-0

90000

9 780160 583506